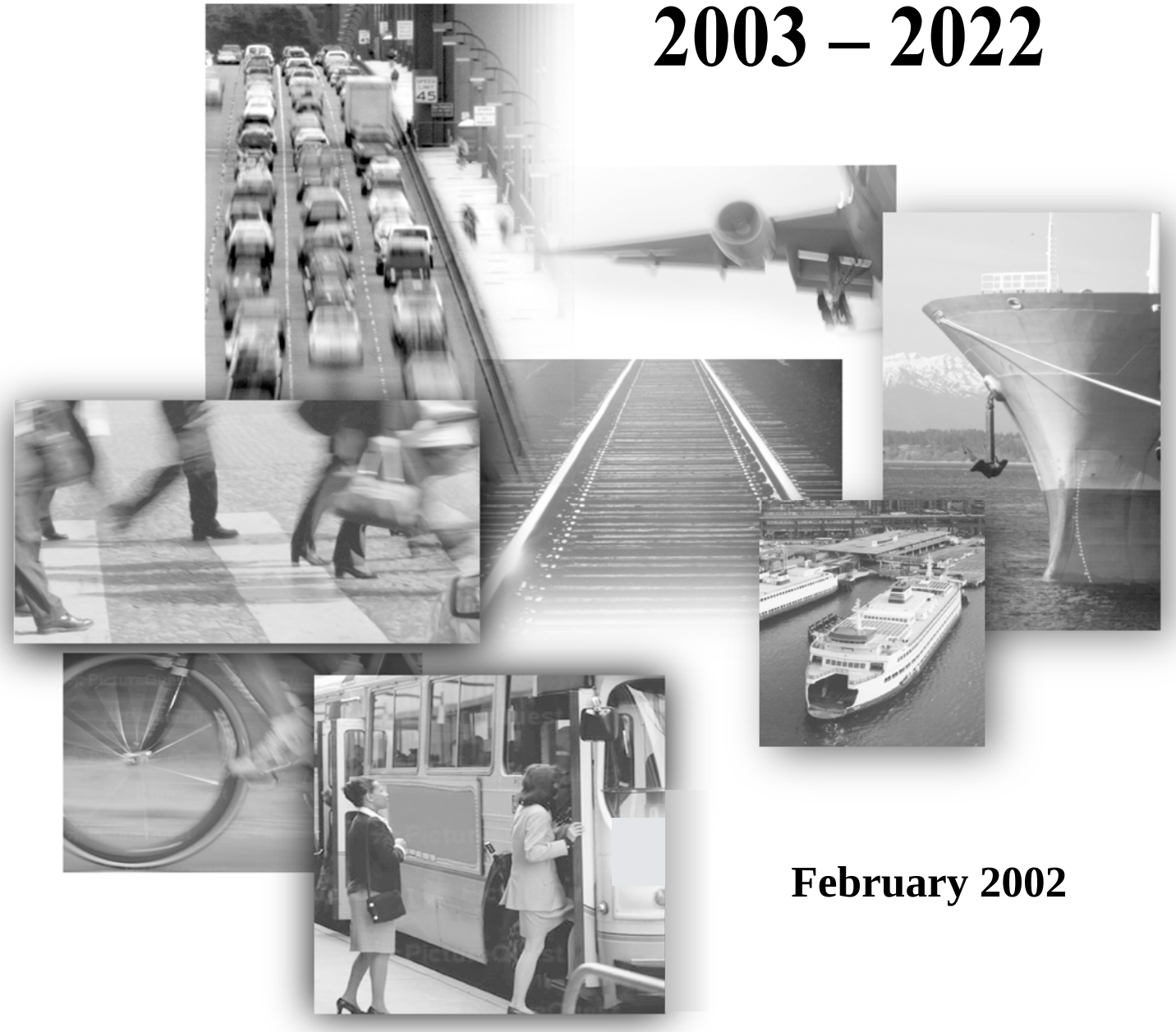
# Washington's Transportation Plan 2003 – 2022



**February 2002**

Washington State Department of Transportation

Washington State Transportation Commission

STATE OF WASHINGTON

TRANSPORTATION COMMISSION

*Transportation Building, PO Box 47308 • Olympia, Washington 98504-7308 • (360) 705-7070*
*Fax (360) 705-6802 • E-Mail: transc@wsdot.wa.gov • http://www.wsdot.wa.gov/commission*

February 2002

To the Residents of Washington:

We are pleased to present Washington's Transportation Plan (WTP) 2003-2022.

The State of Washington is facing enormous challenges in meeting the needs of Washington's citizens during a time of continuing disinvestment in the transportation system. This WTP focuses on catching up with the backlog of critical transportation investments driven by decades of population and employment growth.

The vision for WTP is a balance between transportation investments that benefit the economy, build our communities, and provide stewardship of the environment. This balance is driven by the objectives of the plan and illustrated by significant improvements to the state's transportation system over the next 20 years.

This WTP is the product of the most extensive, collaborative, and comprehensive planning effort ever undertaken by the Washington State Department of Transportation. The planning process involved individual citizens, policy makers, tribal representatives, and regional partners throughout the state.

The WTP is dynamic and will be revised periodically to reflect changing conditions. In future updates the WTP will look at new and alternative routes and corridors to address changes in the statewide economy and growth patterns. The WTP will also be supplemented by a specific 10-year implementation plan that presents the short term strategy the state will follow to meet the needs of the people of Washington State.

Thank you for your interest in Washington's transportation system. Your continued participation and advocacy on behalf of transportation will help ensure the development of better products and services that address problems and promote a better quality of life in Washington.

Sincerely,

Chris Marr
Chair

# Washington's TRANSPORTATION PLAN

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# Washington's TRANSPORTATION PLAN

## Introduction

### THE CHALLENGE

The state of Washington is in the midst of a transportation crisis. Simply stated, investment in our statewide transportation infrastructure has failed to keep pace with our use of the system, driven by burgeoning population, economic growth and development. The Washington State Department of Transportation (WSDOT) has a responsibility to provide a safe, efficient, and effective transportation system to serve the people of Washington State. Yet, our state's transportation system faces many difficulties. Washington State's population continues to grow — each year, more people are traveling more miles on an already overburdened and aging transportation system. Traffic congestion, unsafe conditions, and increased pollution threaten the vitality of our economy, the quality of life in our communities, and the preservation of our environment.

We must solve our transportation crisis. If left unresolved, necessary activities like delivering goods and services, getting to and from work, schools, shops, and medical facilities will become increasingly more difficult. This is a critical time for Washington State's transportation system.

### WHAT IS THE WTP?

Washington's Transportation Plan (WTP) is the state's blueprint for implementation programs and budget development to be pursued in coming years. This 2003-2022 update of the previous 1997-2016 WTP contains an overview of the current conditions facing the statewide transportation system, an assessment of the state's transportation investment needs for the next 20-years, and a statewide policy for transportation. The WTP also fulfills the requirements of state and federal law (see Appendix C). In future updates, the WTP will include a 10-year implementation plan with a prioritized strategy for meeting the needs of the people of Washington State.

### LOOKING TO THE FUTURE

We will actively develop preliminary plans and projections identifying additional highway corridors to meet our growing population and transportation needs. Such corridors may include expressway and/or tollways; additional state and interstate highways; tunneling through the

Cascades; providing additional freight corridors and services; developing alternative transportation options including enhanced passenger ferry services as well as transportation demand management programs. This plan is not set in concrete, but will be reviewed and updated by the Commission with the view of meeting our ever-changing and growing transportation challenge.

## HOW WAS THE WTP DEVELOPED?

This plan is the result of the Washington State Transportation Commission (WSTC) and the Washington State Department of Transportation (WSDOT) working with the 14 Regional Transportation Planning Organizations (RTPOs), 28 federally recognized tribal governments, and local partners. All have been involved in the collaborative effort to obtain insight, direction, and data in planning the state's transportation future. It links transportation planning at the regional, tribal, and local levels with a statewide transportation policy.

Workshops, summits, meetings, and one-on-one communications brought critical local issues into the statewide planning process. The process collected proposals for transportation investments that, if implemented, will help move the state toward its overall transportation objectives.

The result of this planning process is a statewide policy and an inventory of potential investments to sustain a desirable transportation future in our state. The state's objective is to use its transportation investments to build and manage a safe, efficient, and reliable transportation system benefitting the economy, local communities, and the environment.




## WHAT'S IN THE PLAN?

### Chapter One – Overview of the State and the Transportation System

This chapter describes the geographic and economic elements that affect Washington's transportation system. It also includes an overview of the various components of the state's transportation system. Washington is a diverse state with unique regional economies and natural settings. Even though the regions of the state have many differing characteristics, each is dependent on the statewide system to move people and goods.

### Chapter Two – Transportation Issues and Trends

This chapter describes the trends influencing transportation in Washington and how these trends affect the state's transportation system. This chapter also discusses the critical challenges ahead for the state's transportation system. Transportation demand is a function of the needs of individuals,

families, and businesses. Broader trends affecting Washington citizens and businesses, therefore, can significantly affect the demand for transportation services. Recognition of past, present, and likely future trends is essential in planning a balanced and efficient transportation system.

### Chapter Three – RTPO Focus

Each Regional Transportation Planning Organization in Washington faces important regional issues and needs. WTP examines the unique regional transportation challenges that affect the quality of life for local citizens and the effectiveness of the statewide system.

### Chapter Four – Tribal Focus

This chapter describes the important transportation issues of tribal governments in Washington State. Improving access to the transportation network is the key to economic development and other tribal activities for the twenty-eight federally recognized Tribes in the state.

### Chapter Five – Statewide Focus

Chapter five highlights WSDOT's efforts to operate, maintain, preserve, and improve the transportation system while meeting other societal goals such as preserving the environment and supporting the economy.

### Chapter Six – The Policy Framework

The WTP policy framework sets a course for the state's transportation future and determines which transportation investments are needed. The policy establishes what is important to the state and describes what actions WSDOT should take to meet those policy directions. The WTP establishes statewide policy to achieve three key elements of a desirable future: vibrant communities, a vital economy, and a sustainable environment. The potential projects identified at the regional, tribal, and state levels will help achieve this policy, which consists of 17 goals and 25 associated objectives.

### Appendices

#### Appendix A – Glossary

Definition of key terms included in the document.

#### Appendix B – Planning Process and Public Involvement

Documentation of the numerous agency workshops and public forums used to coordinate and develop the WTP.

#### Appendix C – Statutory Requirements

Federal and State law requires WSDOT to develop and the Commission to adopt WTP.

#### Appendix D – Transportation Facilities And Services Of Statewide Significance

Legislatively required definition of Transportation Facilities and Service of Statewide Significance (TFSSS).

### Appendix E – Needs Database

How the needs (problems and solutions) were developed and what approaches are included (specific strategies, projects or services that are needed to address either state-owned or state-interest transportation problems).

The needs database is available on the WTP website at **www.wsdot.wa.gov/ppsc/wtp**. It is also available on CD-ROM upon request.

# Washington's TRANSPORTATION PLAN

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# Overview of the State & the Transportation System

## I. State Overview

Washington's geographic and economic diversity presents challenges and opportunities for the transportation system. The geography of Washington ranges from rain forests in the far western part of the state to semi-arid regions in the interior. Different regions have different local economies, but they all depend on the state transportation system to move goods and raw materials to points all over the world.

### GEOGRAPHY

The westernmost section of Washington is characterized by the Coast Range, ranging from the Willapa Hills in the southwest to the higher elevations of the Olympics in the northwest.

East of this range in the northern area lies Puget Sound, reaching south to Olympia and containing numerous islands and peninsulas.

East of Puget Sound and extending from north to south in the state is the Cascade Range, consisting of volcanic plateaus around Mount Rainier southward, and a mass of granite and glacial valleys in the northern section. The majority of the state's national forests are located in the Cascades region.

The Columbia Plateau, a large basin with a surface formed of vast lava flows, characterizes the southeastern part of the state. The Columbia and Snake Rivers cut deep trenches into the plateau. A portion of this area, the Palouse Hills, is covered by fertile, windblown dust (called loess); it is one of the

state's most important agricultural regions. In the extreme southeast are the relatively low-lying Blue Mountains. Washington's northeastern corner is crossed by ranges of the Rocky Mountains.

**Washington Geography Quick Facts**

Washington is the 20th largest state in the U.S. with an area of 66,582 square miles.

Elevations range from sea level to 14,411 feet atop Mount Rainier.

Washington's coastline on the Pacific Ocean is 157 miles long.

The Columbia River, the largest river in the western U.S., drains the eastern section of Washington together with areas of Idaho, Montana, and Oregon, as well as a portion of British Columbia and Alberta, Canada. The river has a huge volume of flow, and the numerous drops along its course have been tapped for hydroelectric generation by a series of dams. The state's agricultural community also uses the water held by these dams for irrigation. The Columbia's principal tributaries include the Snake, Spokane, Wenatchee, and Yakima rivers. In addition, many smaller rivers flow west from the Cascade Range and the Coast Ranges. The most significant of these is the Chehalis River, which rises in the Cascades and flows west to Grays Harbor, an inlet of the Pacific Ocean.

Other state rivers include the Cowlitz, Nisqually, and Skagit. Puget Sound, the state's most significant body of water, is an inlet of the Pacific Ocean. Lake Chelan, a long, narrow glacial lake in the Cascade Range, is the largest natural lake in Washington. Additionally, large artificial lakes have been created behind dams on the Columbia River. Among these are Franklin D. Roosevelt Lake (behind Grand Coulee Dam) and Banks Lake (behind Dry Falls Dam).

Regional geographic differences require differing transportation spending requirements. For example, mountainous areas of Central and Eastern Washington require higher spending for winter snow and ice removal. But Western Washington may incur greater damage to roadways due to flooding during the fall and winter months, when rivers swell and overflow their banks onto streets, roads, bridges, and state highways.

## ECONOMY

Washington's economy is also highly diverse. The state is a leading national producer of agricultural and forestry products and supports a strong manufacturing sector. It has also developed a strong high technology sector. Other important economic sectors are the fishing, tourism, and service industries.

In addition, Washington's strategic position in the United States and Northern Hemisphere makes it a major hub for trade

with Pacific Rim countries. The fact is, Washington is the most trade-dependent state in the country.

The various sectors of Washington's economy are each highly dependent on the effectiveness of the statewide transportation system. An efficient, predictable, and effective system increases economic productivity by lowering transportation costs and times, leaving more money for consumers, workers, and businesses.

## Manufacturing

Manufacturing accounts for more than 15 percent of the state's annual gross product. Leading industries include transportation equipment, especially aircraft and aerospace equipment; wood products and paper; aluminum; industrial machinery; primary metals; printed materials; and precision instruments. Most industry is concentrated in the urban area along the east side of Puget Sound between Everett and Olympia; Seattle and Tacoma are the primary industrial centers.

Forest, farm, and fish processing facilities are generally located near the sources of raw materials — in the forests of the Cascades and Coast Range, in the eastern part of the state, and near the Pacific Coast and Puget Sound, respectively.

The manufacturing industry is heavily dependent on the state's roads, freight rail, marine ports and airports to receive raw materials and other imports. The industry is equally dependent on theses facilities to deliver goods to transfer facilities and distribution centers destined for locations outside the state.

## Forestry

Although jobs and production in the forestry sector have declined in recent years, forestry is still a major industry in Washington. The principal commercial tree species are Douglas Fir and Western Hemlock. Most wood is cut in the valleys of the Cascade Range and west toward the coast. Forty percent of the wood cut is used for lumber, about 40 percent is exported as logs or round sections, and the rest is used for other forest products such as pulp.

Highways are the primary route to move timber to ports, mills and other processing facilities. Timber also moves downriver on the Columbia/Snake River system on rafts and barges.

## Fishing

Ports on Puget Sound and the Pacific Ocean support Washington's fishing industry. In terms of value, salmon accounts for about one-third of the catch, followed by oysters, crab, shrimp, and other shellfish.

This industry relies on port infrastructure to support boats and crews, processing facilities, and distribution centers. Processed seafood is shipped on highways to markets within the state and nationwide.

## Technology

Washington State ranks sixth in the nation for jobs in the high technology sector. Computer software, biotechnology, electronics, medical equipment, and environmental engineering make up the majority of Washington's advanced technology businesses.

Washington's share of technology-based employment has increased significantly in the past decade. From 1985 to 1995, the state's relative share of private sector technology industries increased from 10 percent above the national average to 46 percent above the national average. As of October 2001, the high technology industry has equalized after a few years of dramatic growth. However, the industry continues to be a major source of employment and economic development in our state.

The high technology industry relies heavily on the state's shipping networks. More than three-quarters of our high technology products are shipped overseas or transported out of state.

## Agriculture

The drier eastern part of the state has larger farms and ranches that produce commodities such as wheat, barley, potatoes, fruit, vegetables, and beef. Farms in the western part of the state produce primarily dairy products, poultry, and berries.

Apples, milk, potatoes, cattle, and wheat are the state's top five commodities. Nearly half of the nation's apple crop is produced in Washington.

Washington ranks among the top ten states for 36 separate agricultural commodities, leading in hops, spearmint oil, lentils, dry edible peas, wrinkled seed peas, Concord grapes, pears, sweet cherries, carrots and sweet corn for processing, and red raspberries. In recent years, the state's production of wine has significantly increased, and Washington is now a major player in the small winery sector.

The state's agricultural sector contributes $5.4 billion each year to the state's economy. Agricultural products are moved primarily on the state's transportation network of highways, freight rail, river barges, and local roads. Shipping origin, destination, and transshipment points include farms, storage and processing facilities, seasonal markets, and transfer facilities like marine and river ports. Movements occur within the state's region, across the state, and to out-of-state and international destinations. One-fifth of the state's apples and 90 percent of its hay are shipped overseas through Western Washington ports.

## Tourism

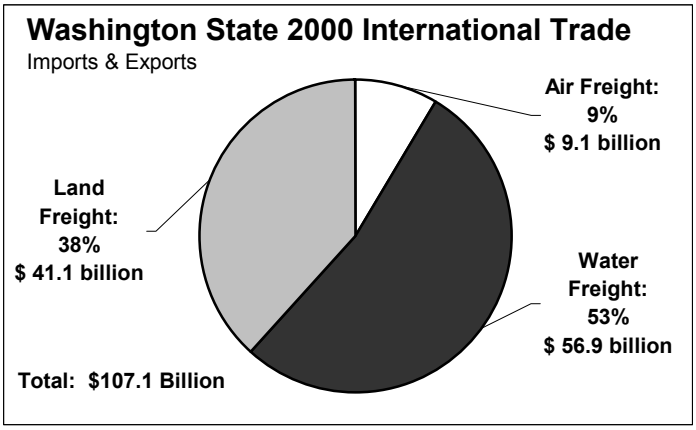
Each year several million visitors contribute almost $5 billion to the state's economy. They visit urban and rural areas, looking for Washington's famous places, outdoor activities, cultural attractions, or to visit friends and family.

The tourism industry relies on the state's highways, ferries, airports, and passenger rail to move visitors to their destinations. A rapidly growing cruise ship industry uses Washington's public ports for passenger boarding.

## Trade

Washington is the most trade-dependent state in the country. While the state contains only 2 percent of the country's population, international trade supports one out of every three jobs in the state.

Uniquely positioned as a gateway to the global economy, Washington's location provides a favorable trade advantage. The state's ports are located one day closer to overseas Pacific Rim ports than U.S. ports in Oregon and California. This has helped to make the Ports of Seattle and Tacoma one of the top three container load centers in the Western Hemisphere. However, other West Coast ports are making extensive transportation investments to improve port-to-warehouse delivery times. With growing congestion ensnarling trucks and train traffic, Washington's geographic trade advantage is eroding. The four Cascade Gateway points-of-entry (Peace Arch, Pacific Highway, Lynden and Sumas) have seen an 80 percent increase in commercial truck traffic since the enactment of the North American Free Trade Agreement (NFTA) in 1993. Blaine, WA is the third busiest passenger vehicle crossing, and the fourth busiest commercial truck crossing along the U.S./Canadian border.




In today's era of globalization and increasing interdependence of the world economy, international trade is growing rapidly. In fact, the largest single category of trade through Washington's marine ports and airports is foreign imports that are landed here and then shipped from Washington to locations elsewhere in North America. In 2000, the total value of pass-through trade (imports and exports) in Washington reached $107.1 billion.

## II. State Transportation System Overview

The statewide transportation system is composed of many different transportation facilities and services. These individual systems — also called modes — are owned and operated by multiple entities, including local governments and agencies, state government, tribal governments, and private owners.

Some of the state system's facilities and services included in WTP are designated as Transportation Facilities and Services of Statewide Significance (TFSSS) — system components that are vital to the statewide network of transportation services. See Appendix D for selection criteria, a map, and a list that details each facility or service included in the TFSSS.

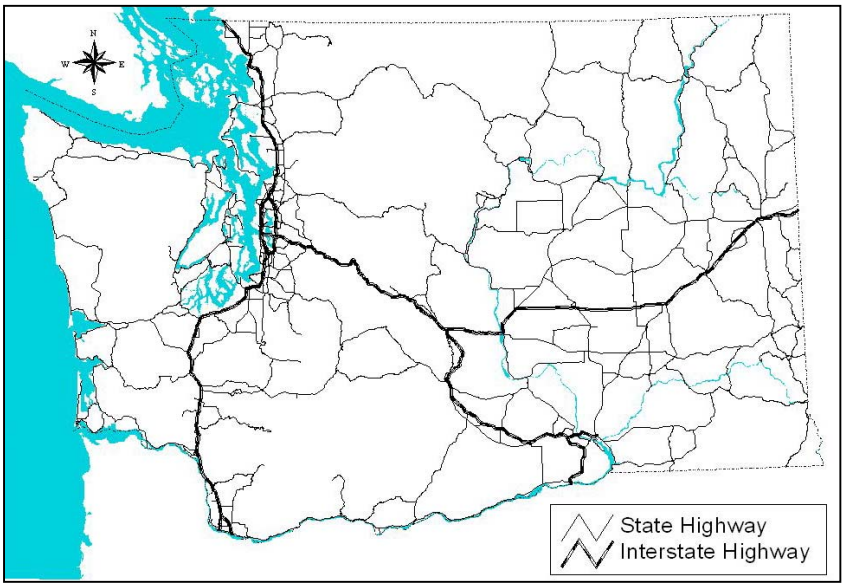
**State-Owned Facilities:** The state owns and operates state highways, Washington State Ferries, and state-owned airports. The state also owns eight daily trains of the Amtrak *Cascades* passenger rail system. The Oregon Department of Transportation owns four other trains on the Amtrak *Cascades* system. Amtrak is contracted to operate all twelve of the trains.

**State-Interest Facilities:** WSDOT planning activities address modes that the state does not own but has an interest in because of their importance to the entire transportation system. These modes include public transportation, freight, and other Amtrak long-distance trains, marine ports and navigation, bicycle and pedestrian transportation, and aviation (other than state-owned airports). These state-interest modes are mostly owned and operated by local agencies or private businesses.

**Local Systems:** Local city streets and county roads are a local responsibility, partially supported by revenues received from the state gas tax. Some local facilities may receive partnership funding directly from the state when improvements to local facilities demonstrate benefit to the state highway system.

The statewide transportation system's state-owned and state-interest facilities are described in the following pages. For the significance of these facilities in the various regions of the state, see Chapter Three. More detail about each of these modes is also available in their system plans and related research documents.

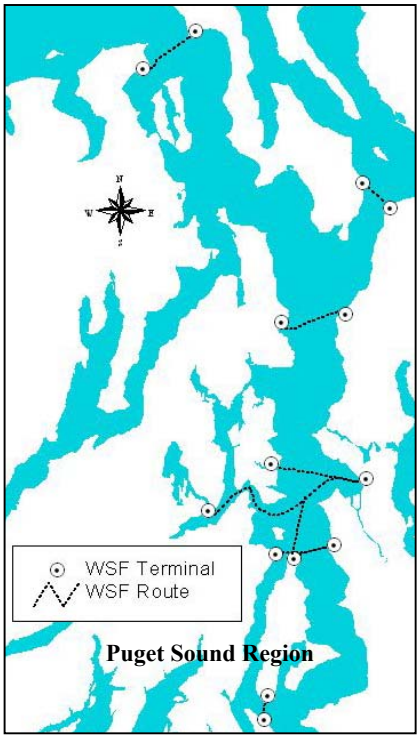
## HIGHWAY SYSTEM




WSDOT owns and operates more than 7,000 centerline miles of state highways that link all parts of the state, including crossings of six mountain passes. WSDOT is responsible for the entire system, which includes more than 3,000 bridges, 34 tunnels, 43 rest areas, and 97,500 acres of roadside land. Water drainage on the system is managed through more than 42,500 culverts and outfalls and 33,500 catch basins. This system connects with an additional 73,000 centerline miles of county roads, city streets, and other state and federal roads, providing basic access to and from all locations in the state.

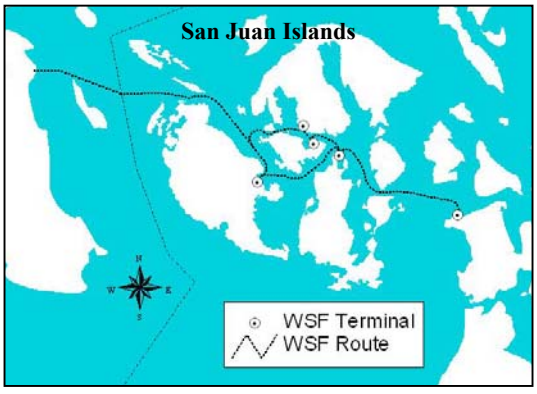
*For more detailed information about the state highway system, see the Highway System Plan. Visit www.wsdot.wa.gov/ppsc/hsp/hspplan.htm or contact the WSDOT Transportation Planning Office at 360-705-7958.*

## WASHINGTON STATE FERRIES

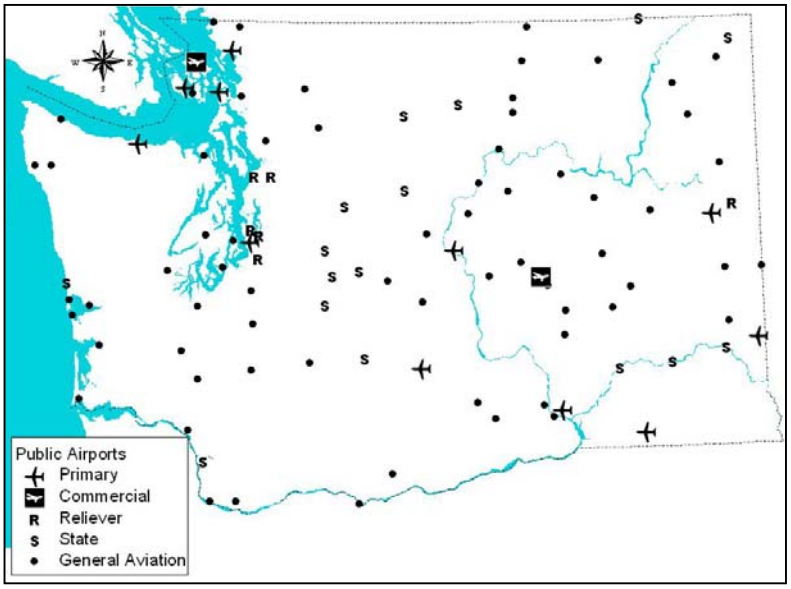



Since 1951, Washington State Ferries (WSF) has provided ferry service across Puget Sound and in the San Juan Islands. WSF is the largest ferry system in North America, operating 10 ferry routes with a fleet of 29 vessels, 20 terminals and a repair facility. Over the past decade, WSF experienced average annual increases of 3 percent in passenger traffic and 2 percent in vehicle traffic. In 2001, WSF carried 26 million passengers and 11 million vehicles. Ferry routes operate as extensions of state highways, moving people and goods across Washington's waterways.

*The ferry system's long-range plan is currently being updated. For more detailed information about the Washington State Ferry System, visit www.wsdot.wa.gov/ferries/index.cfm or call 1-888-808-7977.*



## AVIATION

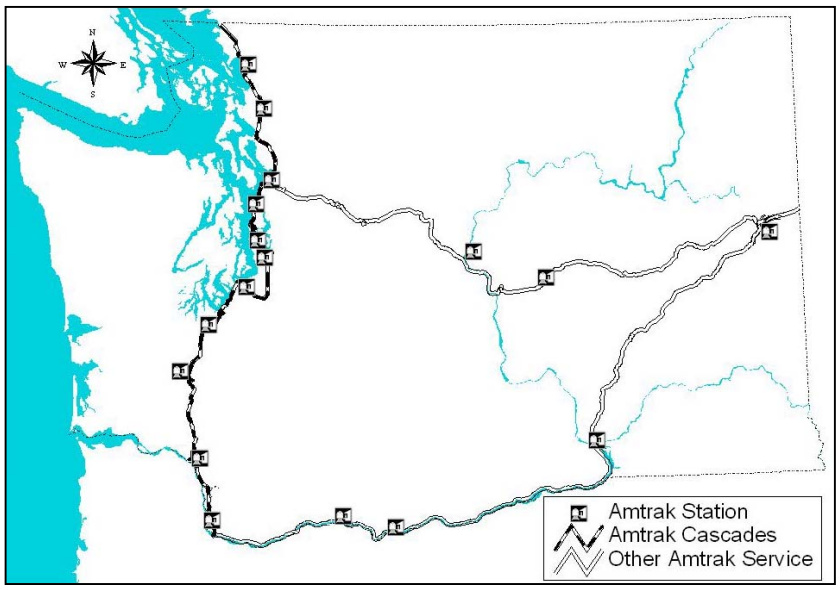



Washington's 129 public-use airports serve more than 30 million passengers each year. Eleven primary and two commercial service airports provide scheduled passenger service; 99 general aviation airports provide air access all across the state; and 16 state-owned airports provide emergency service. Every year more than 500,000 metric tons of air cargo pass through Washington's airports.

Public-use airports in Washington are owned by the state, ports, cities, and counties. While all are included in Washington's aviation planning efforts, WSDOT has direct authority for only 16 state-owned emergency airports. For other airports, including Seattle-Tacoma (Sea-Tac) International and Spokane International, WSDOT maintains close ties through local airport authorities.

*For more detailed information about the Aviation System, see the Aviation System Plan. Visit* ***www.wsdot.wa.gov/Aviation/Planning/Planning-default.htm*** *or call 1-800-552-0666.*

## PASSENGER RAIL

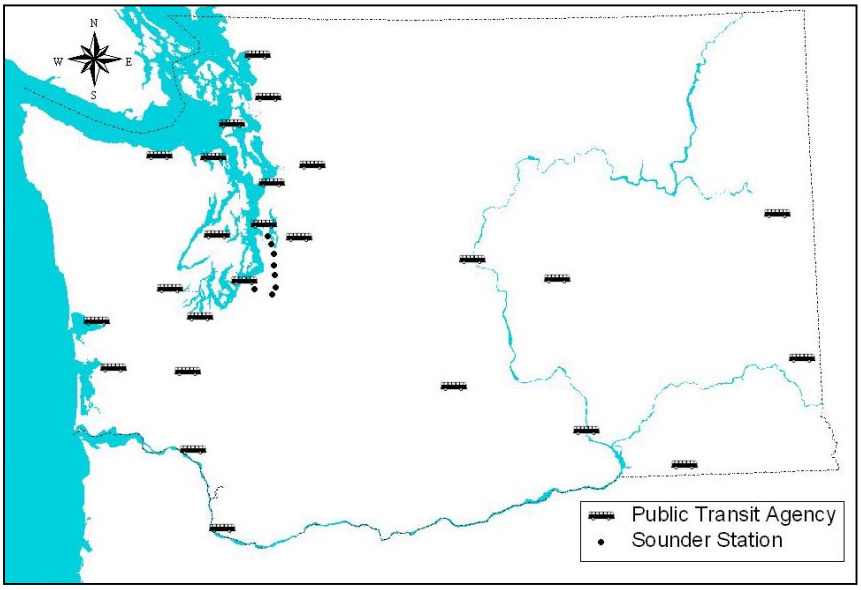



Amtrak's two long-distance trains, the *Empire Builder* and *Coast Starlight*, connect passengers in Everett, Spokane, Seattle, Vancouver, WA, and Pasco with one trip arriving from and one trip departing for both Chicago and Los Angeles each day. The state provides some indirect support for these services. In addition, the Amtrak *Cascades* intercity trains offer service on the 466-mile corridor from Vancouver, B.C. to Eugene, Oregon via Seattle and Portland. Currently, there are three round trips provided each day between Seattle and Portland, one round trip provided each day between Seattle and Vancouver,

B.C. and one round trip each day between Seattle and Bellingham. Washington State supports the *Cascades* service by helping to fund the operation of eight of the service's 12 daily trains and by completing rail construction projects between the Columbia River and the Canadian border.

*For more information about Amtrak* Cascades*, see the Amtrak* Cascades *Plan. Visit* ***www.wsdot.wa.gov/pubtran/passrail/amcas.cfm*** *or call 1-800-822-2015.*

## PUBLIC TRANSPORTATION




Public transportation services are delivered by local and regional agencies in Washington. Twenty-six public transit agencies provide fixed-route (scheduled stops) and demand-responsive (customer requested services such as "Dial-A-Lift") services. All transit systems are compliant with the Americans with Disabilities Act (ADA). Accessible fixed-routes combined with complementary para-transit services provide basic mobility for special needs populations (the elderly, persons with disabilities, and others) and the general public. Most transit agencies also provide vanpools, ridesharing services and programs, and park and ride facilities.

Private for-profit and non-profit agencies currently provide a range of transportation services, often limited by categorical eligibility requirements. The legislature created the Agency Council on Coordinated Transportation (ACCT), to improve the coordination of these services. Under the direction of ACCT, coordination activities are currently underway to improve service delivery efficiencies.

In the central Puget Sound region, Sound Transit provides high capacity transit, including bus and rail services. Sound Transit is a regional transit operator serving King, Pierce and Snohomish counties. Sound Transit's Sounder, a commuter rail service that shares railroad tracks with freight rail and Amtrak, currently offers roundtrip service between Seattle and Tacoma with expansion plans north to Everett and south to Lakewood. Light rail transit service in Washington State includes Seattle's Waterfront Streetcar, with expanded systems under development in the Puget Sound region and under study in Vancouver and Spokane. The Seattle Center Monorail provides service from downtown Seattle to the Seattle Center. An expanded monorail system is under study in Seattle and scheduled to be presented to city voters for approval in Fall 2002.

*For more information about public transportation in Washington, visit www.wsdot.wa.gov/pubtran/transit or call 360-705-7922.*

## BICYCLE AND PEDESTRIAN TRANSPORTATION

Highways and streets should be designed to ensure that pedestrians and cyclists are safe when using these systems. In their own right, sidewalks, walking and bicycle trails, and bicycle lanes make up thousands of miles of the local transportation system. People walk and bike for various activities: commuting to work and school, recreation, visiting friends, shopping, personal errands, and making connections to transit or other transportation facilities.

*For more information about Bicycle and Pedestrian Transportation, see the Bicycle and Pedestrian Plan. Visit http://www.wsdot.wa.gov/ppsc/planning/pdf/bicycle.pdf.*

## TRANSPORTATION DEMAND MANAGEMENT

WSDOT seeks to improve the efficiency of the transportation system by making use of Transportation Demand Management (TDM) strategies where possible. When effectively applied, TDM influences travel patterns that would otherwise overburden roads and highways. WSDOT implements its TDM programs in partnership with transit systems, local governments and major employers.

TDM strategies influence travel behavior using measures that move more people in fewer vehicles, shift the location or time of day at which vehicle trips are made, or reduce the need for vehicle travel.

HOV Diamond Lane on I-5

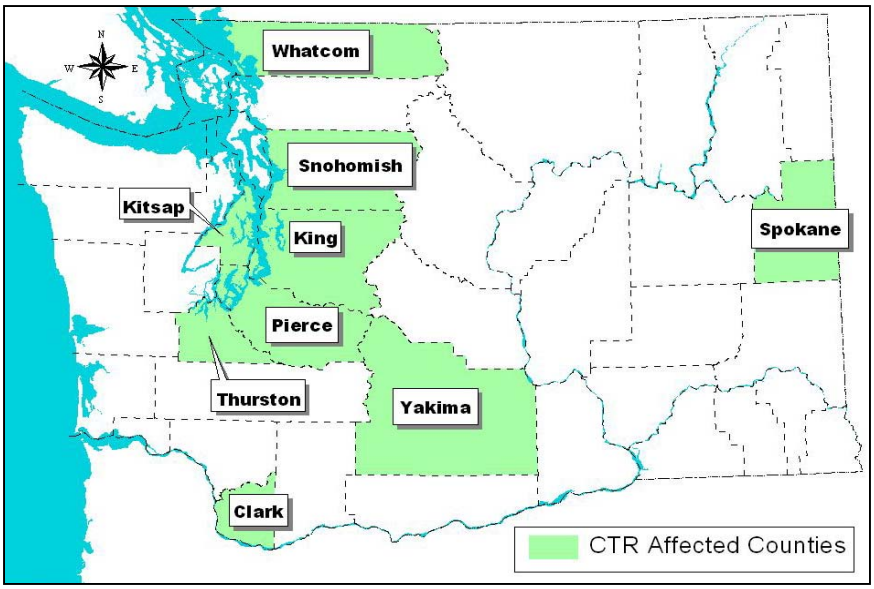
A wide variety of TDM strategies can influence travel patterns. Some measures may be applied to address short-term travel constraints, such as congestion during construction, while others may be used as part of a long-term congestion relief strategy. Examples of TDM strategies include:

- Carpool/vanpool ride matching services (www.rideshareOnline.com);
- Alternative work hours;
- Priority carpool/vanpool parking;
- Telecommuting;

- Financial incentives for High Occupancy Vehicle (HOV) commuters;
- Congestion pricing;
- Priority loading for HOVs on ferries;
- Vanpool programs;
- Customized bus services and bus passes;
- Park and ride lots;
- Parking management,
- Marketing non-drive-alone modes; and
- Land use planning.

## Commute Trip Reduction

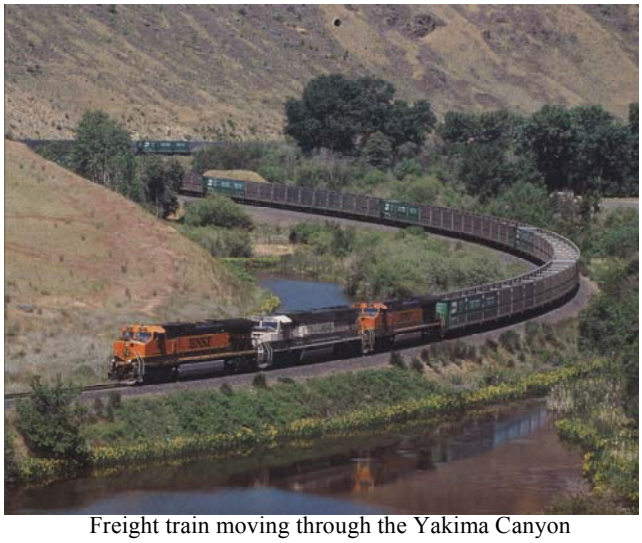
In 1991, the Washington State Legislature passed the Commute Trip Reduction (CTR) Law. The goals of the program are to reduce air pollution, traffic congestion, and energy consumption through employer-based programs that decrease the number of commute trips made in single occupant vehicles (SOVs).




The CTR Law affects the state's nine counties with populations of 150,000 or more — these counties are shown in the map to the left. The law requires employers in these counties with more than 100 employees to participate in the CTR program. An employee survey conducted in 2001 indicates that the CTR program has taken nearly 20,000 vehicles out of the morning commute period. Nearly 16,000 of these vehicle trips have been removed from the Puget Sound region.

*For more information about Transportation Demand Management, visit* ***www.wsdot.wa.gov/choices/default.cfm*** *or call (360) 705-7874.*

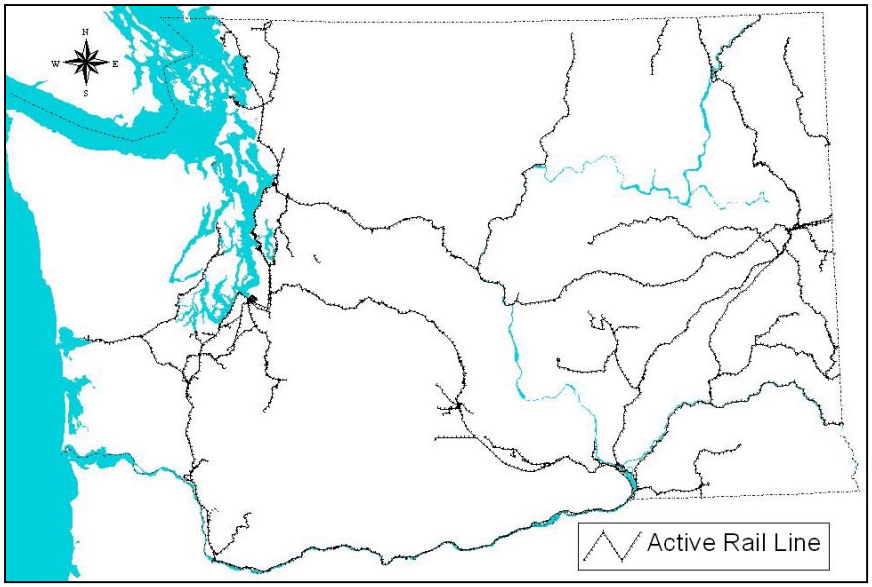
## FREIGHT RAIL


Freight train moving through the Yakima Canyon

Washington's freight rail network plays a vital role in the transportation system. In 1998, railroads carried more than 75 million tons of freight in Washington. The state's freight rail network consists of 3,123 active route miles. Burlington Northern Santa Fe Railway owns 56 percent of the rail lines, Union Pacific Railroad owns 11 percent, and short-line railroads own 32 percent. Less than one percent of state railway is owned by switching and terminal companies. Nineteen common carriers currently operate on these rails. Washington's freight rail program provides grants to support short-line operations and ports, and conducts rail research and studies.

### Short-Haul Intermodal

Short-Haul intermodal service involves the use of both trucks and trains to move commodities over distances less than 700 miles. Washington State's major railroads typically focus their operations on distances greater than 700 miles, as truck transportation has provided faster, less expensive, and more direct service. But growing highway congestion and limited funds for transportation improvements have stimulated renewed interest nationwide in the concept of short-haul truck-train transfer service. WSDOT intends to study the feasibility of expanding this type of service in the years ahead.




### Grain Train

The Grain Train program grew out of chronic grain car shortages in the Palouse region of Eastern Washington. Started in


State of Washington Grain Train

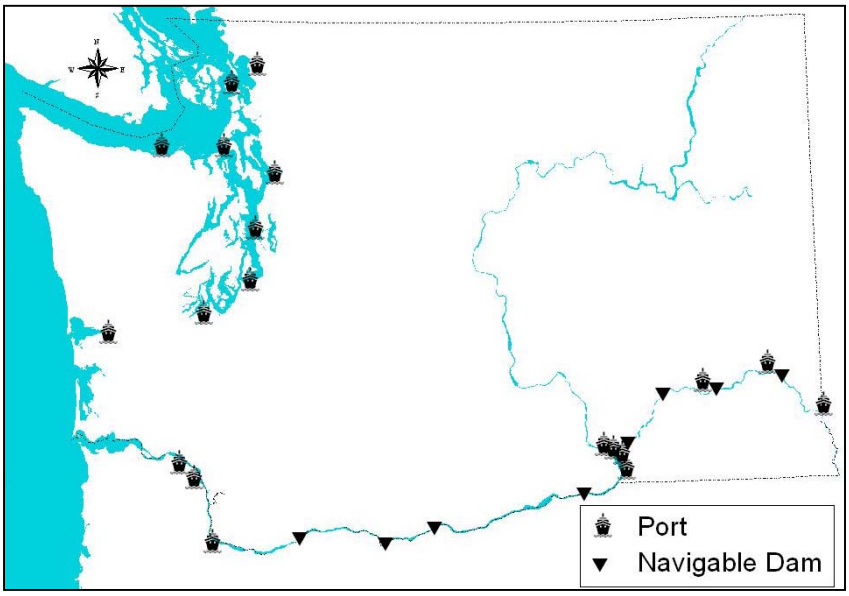
1994, the Grain Train program helps Washington farmers gain access to the deepwater ports of the Columbia River and Puget Sound. This program has not only alleviated a shortage of rail cars, but also prevents damage to highways and helps keep Washington farmers competitive in world markets by lowering their transportation costs.

### Washington Fruit Express

The Washington Fruit Express carries Washington's fresh fruit and produce from Wenatchee to eastern states in special refrigerated railcars coupled to Amtrak's *Empire Builder* passenger trains. The Washington Fruit Express provides truck-competitive transit times and costs 10 to 15 percent less, giving Washington growers a competitive edge. It also relieves a shortage of long-haul trucks, saves fuel, reduces wear and tear on highways, and provides a new source of revenue to strengthen Amtrak. In September 2001, the Fruit Express made its inaugural run carrying more than 200,000 donated Washington apples toward food banks in the New York area for New Yorkers recovering from the September 11, 2001 attacks.

*For more detailed information about the Freight Rail system, see the Washington State Freight Rail Plan. Visit* ***www.wsdot.wa.gov/pubtran/freight*** *or call 1-800-822-2015.*

## MARINE PORTS AND NAVIGATION




Washington's public ports along Puget Sound, the Pacific Coast, and the Columbia/Snake River System handle billions of dollars worth of international cargo every year. The ports are a vital link to truck and rail freight movement in Washington, handling goods and cargo originating from or destined for locations throughout the state, the United States, and overseas. Most of the state's waterborne commerce flows through 12 deep-water marine and river

ports and more than a dozen shallow-water facilities on the Columbia and Snake Rivers.

Freight movement in Puget Sound is becoming increasingly dominated by containerized cargo. The Central Puget Sound's ports of Seattle and Tacoma form one of the top three containerized cargo load centers in the Western Hemisphere.

Barge transport is used from upriver elevators on the Columbia/Snake River system and accounts for a substantial portion of grain exports via Lower Columbia ports. In addition, barge transport connects Puget Sound ports with shippers on the Olympic Peninsula and in British Columbia.

Local port districts operate and manage port facilities. The federal government provides navigation channels, locks, and navigation aids.

## WASHINGTON'S TRANSPORTATION NETWORK

Transportation is an integral part of Washington State. Although the regions of Washington have different economies, natural settings, and transportation facilities, all of them depend on the state transportation system.

Demand for all of these systems is growing even as our public investments in these facilities are decreasing. The next section describes important transportation issues and trends affecting the state's transportation system. These issues and trends must be considered when planning our transportation investments in order to develop an improved system that works toward fulfilling the public's economic, social and environmental goals.

# Washington's TRANSPORTATION PLAN

2

## Transportation Issues and Trends

Environmental, social, and economic concerns must all enter into decision-making for transportation. WTP helps to frame these complex issues when future transportation investments are considered.

The purpose of a 20-year plan is to identify potential investments that can respond to anticipated transportation problems. Demographic and economic trends significantly affect demand for transportation services. There are many complex and interrelated reasons for Washington's current transportation situation. Through the WTP planning process, WSDOT and its partners have identified and assessed a range of important issues and trends affecting Washington and its transportation systems.

This chapter presents these issues. The reasons for Washington's current transportation issues are complex and interrelated. Some trends, such as improved safety on the state's highways and WSDOT's commitment to improving the environment, are positive and should be reinforced. Other trends, such as declining funding levels, increasing congestion, and the aging of the transportation system, are challenges that must be addressed.

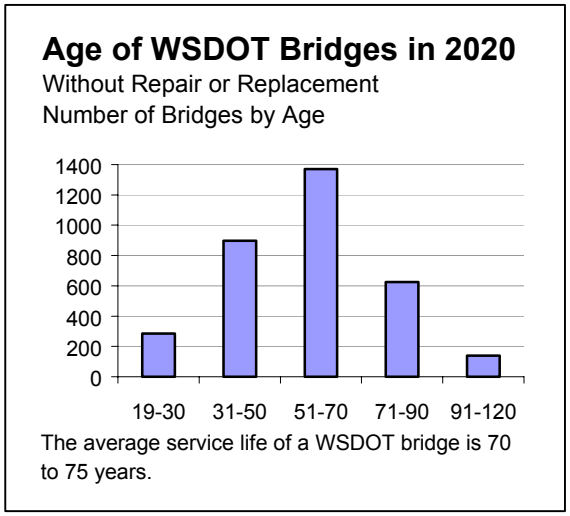
# I. System Conditions

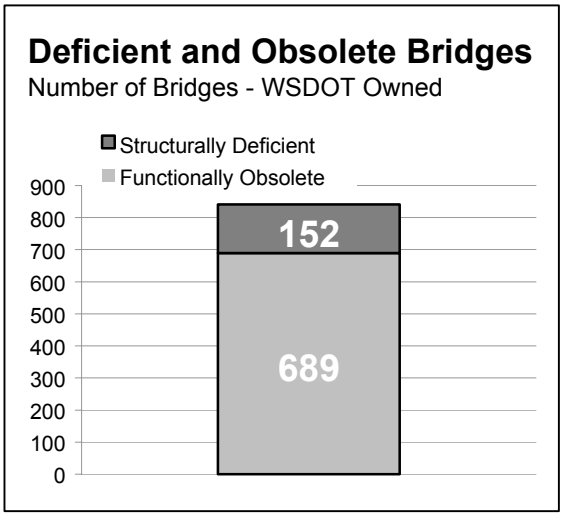
The age and condition of Washington State's various transportation systems are critical factors influencing the mobility and access of people, goods and services. Transportation facilities require constant maintenance and preservation as they age and sustain normal wear and tear. Moreover, as demand increases and improvements are delayed, the cost for rehabilitation and repair also increases.

## WASHINGTON STATE BRIDGES

The state's transportation system includes more than 3,000 WSDOT-owned bridges on the state highway system. This large and valuable inventory of existing bridges and structures is maintained and preserved by WSDOT.

Half (1,500) of WSDOT's bridges are between 28 and 45 years old. Although there are many variables that determine a bridge's functional lifespan, the average lifespan is 70 to 75 years. A little over one-third of these 1,500 aging structures are already rated "functionally obsolete," meaning they no longer meet standards for roadway width, bridge clearances, or load carrying capacity. Another 152 bridges are rated "structurally deficient" meaning there are issues with one of the following structural categories: bridge superstructure, deck, substructure, structural adequacy and waterway adequacy (Is the bridge high enough and wide enough?).




As these bridges approach the end of their lowest lifecycle cost (condition of most efficient rehabilitation cost), the cost of fixing or replacing these structures is anticipated to come at a large price for state taxpayers. Many bridges in the system were not designed for the heavy loads, high volumes of traffic, or vehicle operating speeds that exist today.

Current funding levels for bridge replacement and repair will not meet the estimated need of bridges in the critical 31 to 70 year old age group in 2020.

## WASHINGTON STATE FERRIES

Since 1951, Washington State Ferries (WSF) has provided ferry service across Puget Sound and in the San Juan Islands. WSF is the largest ferry system in North America, operating 10 ferry routes with a fleet of 29 vessels, 20 terminals and a repair facility in eight Washington counties and Vancouver Island, British Columbia. Over the past decade, WSF experienced average annual increases of 3% in passenger traffic and 2% in vehicle traffic. In 2001, WSF carried 26 million passengers and 11 million vehicles. Ferry routes operate as extensions of state highways, moving people and goods across Washington's waterways.

WSF is confronted by various problems that challenge the system's future. Initiative-695 substantially reduced ferry funding levels. I-695 passed in 1999, eliminating the Motor Vehicle Excise Tax (MVET) and reducing state funding for transportation by 33 percent. The system's primary challenge is to arrive at a reliable and stable funding source in the future. An immediate consequence of this disruption in ferry funding is the need for increased fare box recovery through fare increases and restructuring.

Other long-standing challenges include an aging fleet, terminals and repair yard. Thirteen of the twenty-nine vessels in the fleet are more than 30 years old; four were built in 1927. Eleven are scheduled to be retired between now and 2020. One-half of the system's port facilities are over 40 years old; fourteen will require reconstruction before 2020. The enormous demands for maintenance and refurbishment pose an ongoing challenge to WSF's engineers and maintenance workers.

The current financial climate also makes it difficult to expand the existing passenger-only ferry service on the Seattle/Vashon and Seattle/Bremerton routes. Foot-passenger routes are an immensely popular non-motorized alternatives service.

Following the events of September 11, 2001, new issues and challenges have emerged in the form of security needs. While the various dimensions of security for ferry transportation are still being explored, the results are likely to place additional demands on ferry operations and funding.

## WASHINGTON STATE HIGHWAYS

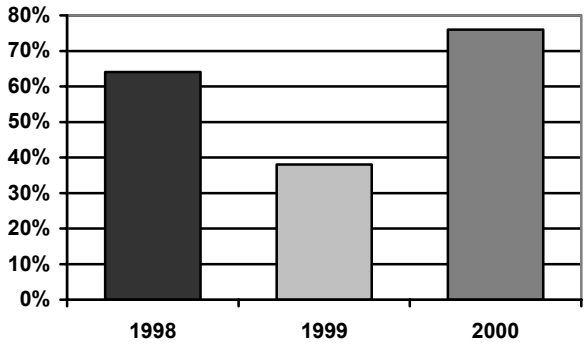
WSDOT is responsible for a state highway system that includes more than 7,000 centerline miles of roadway, more than 3,000 bridges, 34 tunnels, millions of linear feet of guardrail, 43 rest areas, 97,500 acres of roadside land and many other highway elements. The highways cross six year-round mountain passes. Water drainage on the system is managed through more than 42,500 culverts and outfalls and 33,500 catch basins.

The highway system of Washington State has generally been well maintained. But many miles of the system were constructed five, six or more decades ago. The aging system requires increasing maintenance efforts and a regular, intensive program of capital investment for renewal and rehabilitation.

Pavement resurfacing and reconstruction and other highway maintenance activities represent a large recurring cost in the highway program. Maintenance activities include patching potholes and sealing roadway cracks, cleaning ditches and culverts, striping and painting roadway markings, fixing damaged guardrail or fencing and controlling noxious weeds. In the winter, plowing and other snow and ice control measures are a major emphasis. Highway system operations also include cleaning rest areas, maintaining lights and traffic signals, and patrolling for roadway debris.

**Highway Maintenance Activities**

Percentage of LOS Targets Achieved - 1998-2000




**1999 delivery was adversely impacted by budget reductions from Initiative 695.**

Maintenance activities are programmed through the Maintenance Accountability Process (MAP), a tool for setting level-of-service (LOS) targets and evaluating the department's performance. Service ratings are defined in terms of the condition of various highway features (i.e., percent of guardrail on the highway system that is damaged). LOS targets in recent years have been set in relation to tight funding constraints contained in legislative budgets. Lowering of LOS targets would lead to less and less satisfactory highway conditions in the system.

## The Highway System Legacy

Meeting the safety, preservation, maintenance, and operation needs of the state highway system has historically been a priority for WSDOT. Information received from public outreach has made it clear that the public's priorities are to maintain and preserve the existing system and make it safe and efficient. These priorities represent the largest single capital expense in the administration of the highway system. Typically, these expenses are 45 to 55 percent of the capital expenditures for highways.

The Washington State Transportation Commission typically decides on trade-off decisions regarding funding priority. Since maintenance, operations and preservation are top priorities, these programs are normally fully funded in each biennial transportation budget. Highway safety, environmental retrofit, economic initiatives, and High Occupancy Vehicle (HOV) lanes are also high priority programs, but very little of this work will be funded in the future at existing revenue levels. *For more information, see the "Funding The System" section on page 38.*

Historical trends indicate a continuous disparity between highway needs and revenues. Since 1980, total personal income in Washington State has

doubled, yet the transportation outlay per dollar of personal income has fallen by 50 percent. Improvements in our transportation system, such as adding new freeways, bridges, and onramps, have also decreased by 49 percent within the same period.

In the eighteen years from 1982 to 2000, Washington State made minimal investments to expand the highway system — total lane miles increased by only 6 percent. At the same time, travel on the state's highways increased 72 percent. The following table displays the lack of highway development versus the increased demand put on the state's highways.

**Washington State Highways**
**Highway Development vs. Increased Demand**

| Year | Lane Miles of State Highway | Registered Vehicles (millions) | Licensed Drivers (millions) | Annual VMT on State Highways (billions) |
|---|---|---|---|---|
| **1982** | 16,909 | 3.2 | 2.8 | 18 |
| **2000** | 17,995 | 5.2 | 4.1 | 30 |

The legacy of the highway system we face today is a product of one primary factor, the "disinvestment" in the system. This factor has led directly to the need to utilize limited transportation revenues on basic highway needs (maintenance, operations, preservation, and safety) and has limited the state's ability to provide more highway infrastructure.

Given today's financial constraints in funding capital improvements and expenditures, it will be increasingly difficult to maintain, preserve and operate the highway system, let alone make the improvements needed to address congestion and other issues.

# II. Use of the System

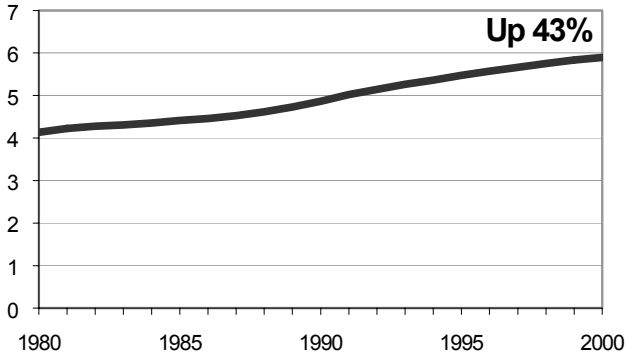
The people of Washington State have as many uses for the transportation system as they have activities in their daily lives. Whether that activity is business, recreational, or social, the need for transportation choices is ever present.

## DEMOGRAPHICS

Demographic and economic trends significantly affect demand for transportation services. While the historical strength of Washington's transportation network is one reason for our state's growth, the system has been strained by population growth and economic vitality. More people, more jobs, and more driving have put more demands on the transportation system.

### Population Growth

Washington's population nearly doubled from 3.4 million in 1970 to nearly 6 million in 2001. The combination of an attractive environment and a strong regional economy has led to high population growth in the Puget Sound area. As the state has grown, demand for transportation services has increased.



Since 1980, the state's population has increased 43 percent.

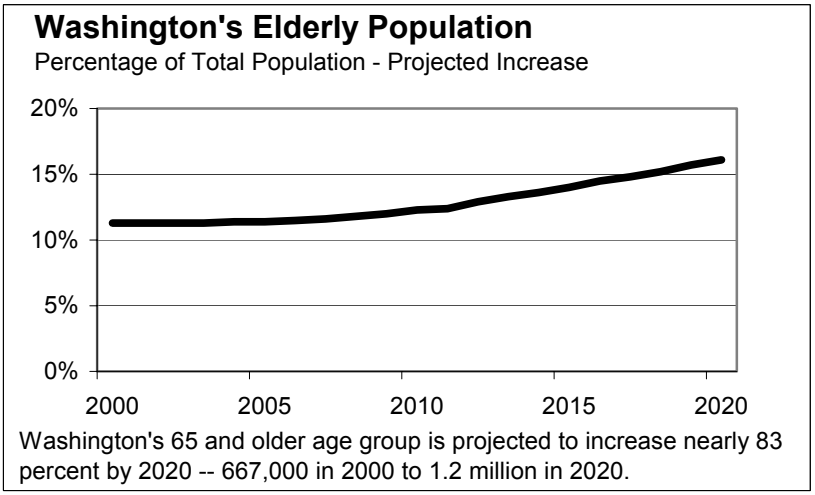
The majority of growth remains concentrated in the western portion of the state, with large Puget Sound counties and Clark County accounting for 72 percent of the state's population increases.

According to forecasts, the population will continue to increase to approximately 7.6 million people in 2020 and concentrate in the cities and suburbs of the Central Puget Sound region. Other areas throughout the state will also experience a higher population growth rate. For more detailed regional information see the discussion in Chapter 3.

### Aging Population

Aging of the population will be the most important demographic phenomenon in the next few decades. The age distribution of a population directly affects uses of the transportation system.

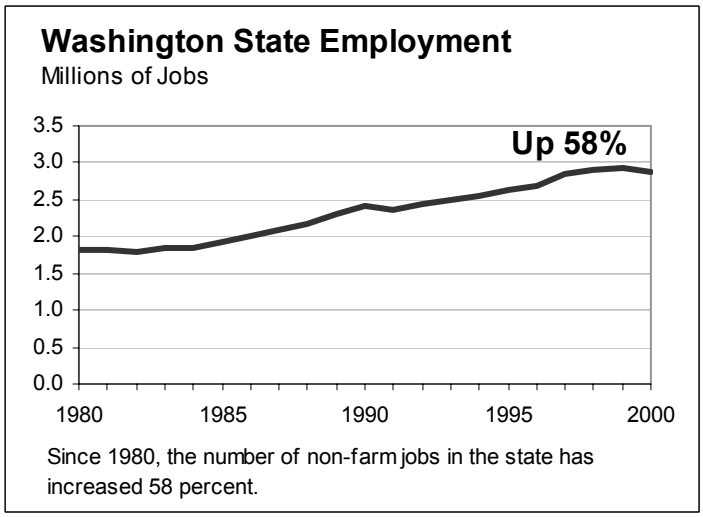
The largest segment of our population, the "Baby Boom" generation, will be 65 years of age and older in 2020. The growth in this age group presents special challenges for a transportation system that today relies so heavily on people driving their own cars. Research shows that as people age, driving skills tend to deteriorate. This may necessitate changes in highway design




and roadway signage. These citizens will also have an increased need to access transportation facilities other than private automobiles. It will cost more money to provide for the transportation needs of a larger elderly population.

## Employment

Non-farm employment in the state is expected to increase at an average annual rate of 1.3 percent in the next 25 years, adding 1 million non-farm jobs to the economy.




Most of the projected employment growth will be in retail and services industries — about two-thirds of total job increase in the state. Employment in the state's goods-producing sectors (manufacturing, mining, construction, etc.) will increase at a slower pace.

History has shown that increases in employment often translate to increases in travel, while decreases in employment don't always lead to decreases in travel. Sometimes new employment isn't always found in the most convenient location and necessitates a longer commute than the previous job. A significant employment trend affecting travel demand is the gradual migration of worksites out to the suburbs, which can lead to longer commutes and suburb to suburb commutes.

### Household Trends

At the state and local level, household size has changed considerably over the years. In the 1960s and 1970s average household size dropped from 3.09 to 3.00. The 1980s marked the start of a slowdown in the decline. Adams, Franklin, Yakima counties showed increases in household size due to increases in farm laborers and their families. Still, some counties in Western Washington (Clallam, Jefferson, and Pacific) experienced large declines in household size due to increases in retirement-age populations. In 1990 the average household size had declined to 2.53 persons, but by 2000 it was still at the same level.

The decline in average household size has resulted from several factors including a growing elderly population, increasing numbers of single-person households, decreasing family size preferences, and high divorce rates. The social changes that produced smaller families and households in the past several years will likely continue to affect Washington's population profile.

As discussed earlier, the increase in the elderly population will require equipment modifications, special needs and transportation services. The increase in single parent households and the rise in women working outside the home have already had an effect on the increase in trips, such as daily travel to and from day care facilities.

## LAND USE AND GROWTH PATTERNS

Dramatic pressures from prosperity and growth continue to buffet transportation agencies and their policymakers everywhere, particularly in urban and suburban areas. Many areas of the state have experienced rapid growth in jobs and population. In some of these areas job growth has outstripped new housing development. Lower land costs and other forces have increased the attractiveness of suburban lifestyles for many citizens.

Over the past 30 years, the creation of new jobs outpaced the number of new housing units by an almost two to one margin in urban areas, contributing to large price increases for basic housing. This rapid growth in new jobs and higher housing prices created a large number of workers who must commute long distances to and from work — roughly 70 percent of new Washington State residences were built on the urban fringe. According to the Washington Research Council, Washington State's largest imbalance of jobs to homes can be found in King County. Between 1990 and 1999, 262,000 new jobs were created, compared to 88,000 new housing units — an almost three to one margin.

In order to meet the continually rising demand, new residential areas have sprung up on landscapes that were formerly family farms or forests. Roads and other infrastructure have pushed into the new areas; commuters drive longer and longer distances to work. These developments have engendered much controversy: one person's attractive new subdivision is another's socially and environmentally unworthy "sprawl."

Growth, development, and the resulting geographic dispersion of housing and jobs present great challenges for the transportation system. People and goods demand to be moved.

But should transportation investments promote and facilitate dispersed growth, simply respond to growth "otherwise" occurring, or perhaps even be structured to restrain or redirect growth in certain circumstances? Washington adopted growth management laws and practices in the 1990s that in fact suggest all three purposes be reconciled through intricate exercises of transportation investment, site-specific land use planning, and public participation. This creates a very complicated context for transportation planning envisioned in the WTP.

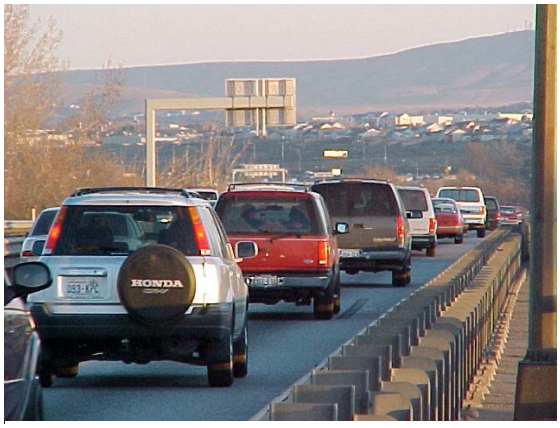
The Growth Management Act required the drawing of urban growth boundaries, the promotion of infill and balanced development patterns, and the provision of adequate infrastructure to support growth. Transportation systems have been unable to catch up and keep up with the demand brought on by this rapid growth. Growth management also provides opportunities to create more pedestrian-friendly land use patterns and a transportation environment more conducive to alternative transportation such as public transit and passenger rail.

The relationship of land use to transportation is fundamental. Growth continues to increase the burden on existing state highways. Developing transportation alternatives – including land use patterns to ensure the success of these alternatives – is a key concept in transportation planning.

## TRAVEL BEHAVIOR

Travel behavior reflects citizens' choices, preferences, and value systems. Americans have embraced auto-oriented neighborhoods characterized by single-family residential development. Many socio-economic factors have contributed to more intensive use of automobiles since the 1970s. There are more women working outside the home. Children are walking less and being driven more.

Suburbanization of housing and employment have increased commute lengths.



Crossing the Yakima River on SR 240

A large percentage of women have entered the workforce. Key factors contributing to this trend are increasing educational attainment, delay of marriage and childbearing, changing gender roles, and the access and affordability to nannies and maids. Nationally, the female labor force increased from 33.8 percent in 1950 to 59.8 percent in 1997. In Washington, the overall

participation rate of women in the workforce is expected to increase to 65.6 percent by 2010.

Children are driven to school more now than before. Nationwide, only 10 percent of children walk or bike to school compared to a majority of students a generation ago. Twenty-five percent of trips on the road in the morning are parents taking their children and other children to school. These added vehicle trips can exacerbate rush-hour congestion.

One national survey found that people drove 37 percent farther to accomplish errands in 1995 than in 1969. Errands are often left for the weekend or tacked on to work trips, further impacting the transportation network. Gridlock is no longer restricted to peak time and peak direction.

Commuting continues to account for a smaller percentage of trips. With "dual-income" families, the choice of residences is often made between jobs, dramatically increasing miles driven and trips taken. Furthermore, it is likely that employment for one or both wage earners is in another suburb. It is estimated that 60 percent of office space nationwide is in suburban areas, leading to reverse commute problems. Suburb to suburb service is a challenge for public transit, due to land use patterns, zoning issues, and productivity concerns. Although transit ridership has increased, the percentage of transit travel relative to total travel has remained fairly constant, because transit is geared to serve high-density areas and lacks the scheduling flexibility or frequency to offer an attractive suburban alternative. Suburban development is typically auto-oriented and not designed for use by pedestrians or public transit.

## MODAL TRAVEL IS INCREASING

The measures of growth in demand are staggering. Impact on the transportation system has mirrored changes in population, land use, and employment in recent decades. All forms of travel have experienced growth in demand.

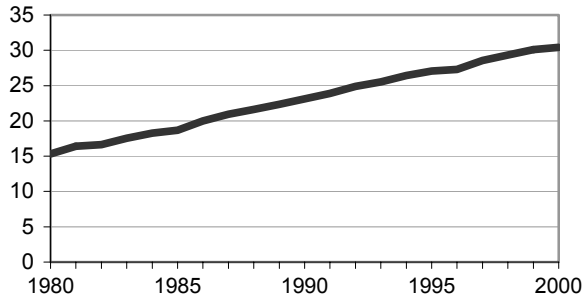
### Annual Vehicle Miles Traveled on State Highways is Increasing

There are more drivers on state highways today than ever before. Even though VMT per person began to level off in the 1990s, citizens are still driving more than in previous decades.

Increased dependence on the automobile from dispersed land use patterns and an

**Washington State Highway Travel**

Billions of Vehicle Miles Traveled per Year




Since 1980, annual vehicle miles traveled on the state's highways has increased 98 percent.

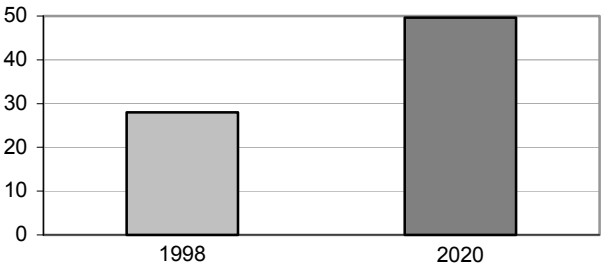
increase in the number of people choosing to drive alone in single occupancy vehicles (SOV) are increasing VMT on transportation facilities that are already operating near full capacity.

Another measure of the increased demand placed on our state highways is the increase in movement of freight. Since 1980, the tonnage of goods and freight moved by road in the state has grown by 116 percent.

## Aviation Travel is Increasing

Millions of people depend on Washington's aviation system for personal, business and freight travel. Commercial service increased dramatically over the last two decades, straining the existing aviation facilities. Sea-Tac International Airport served an estimated 25.9 million passengers in 1998 compared to 8.2 million in 1990.

**Projected Air Travel**
Washington's Commercial Airports
Millions of Passengers per Year



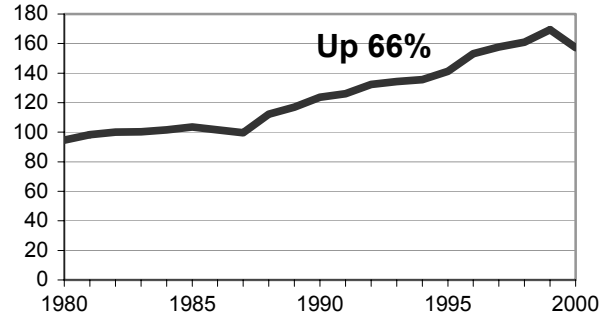

A 77 percent increase in commercial air travelers is projected for 2020.

According to forecasts, airport services will not meet future demands. Commercial service is projected to expand rapidly for the next two decades, necessitating the development of new and improved facilities. Sea-Tac International Airport, which is neither owned nor operated by WSDOT, will serve an estimated 44.6 million travelers annually by 2020, compared to 25.9 million in 1998 — a 72 percent increase. The remaining commercial service airports (also outside state jurisdiction) in Washington will see a 146 percent increase in travelers by 2020, from 2.1 million passengers in 2000 to 5.1 million in 2020. For general aviation airports, increases in registered aircraft are expected to exceed 20 percent, with a fleet of 14,100 projected for 2020.

## Public Transit Travel is Increasing

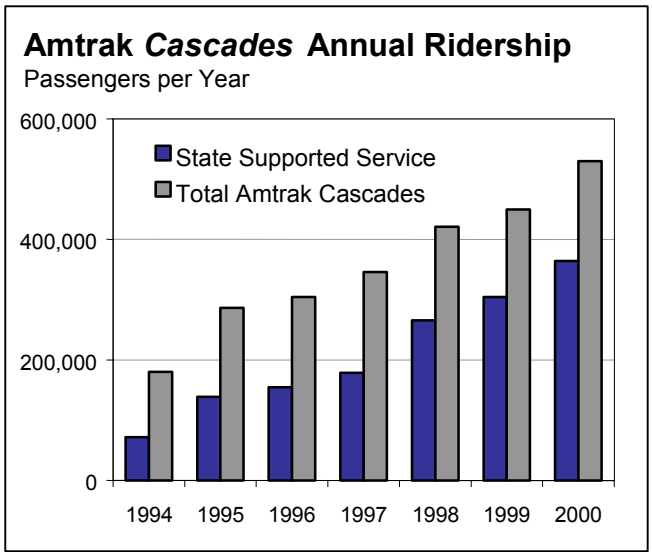
Public transportation provides access to work, education or training, social and health services, and household and recreational needs. Transit ridership has increased at a faster rate than the state's population.

**Washington State Transit Systems Annual Ridership**
Millions of Passengers per Year



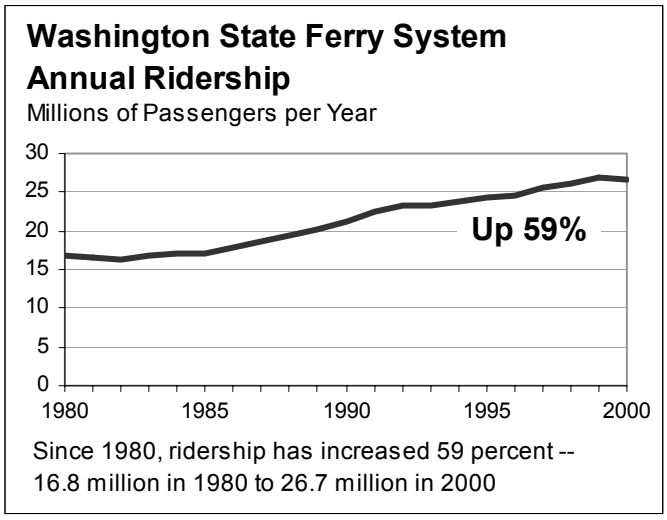

Since 1980, transit ridership has increased 66 percent.

## Rail Travel is Increasing




Intercity rail service has seen a significant increase in ridership. The average annual rate of ridership on state-sponsored trains has increased 20 percent per year since 1994. A recent estimate by WSDOT staff suggests that the state-supported Amtrak *Cascades* service diverted about 143,000 vehicle trips from the congested I-5 corridor in 2000. Additionally, for those who would not have made the trip by car, the service provides an attractive travel choice that otherwise may not have been available. WSDOT expects additional service and capital improvements to support substantial ridership increases.

## Ferry Travel is Increasing




As the Puget Sound area has grown, the demand for ferry service has increased as well. Washington State Ferries anticipate a 70 percent increase in demand for ferry service over the next two decades. The ferry system is already near its capacity for vehicles on many routes, and approaching its capacity for walk-on passengers on Central Puget Sound routes serving commuters. Without service improvements, travelers will face increasing delays and local communities will have increasing levels of traffic congestion.

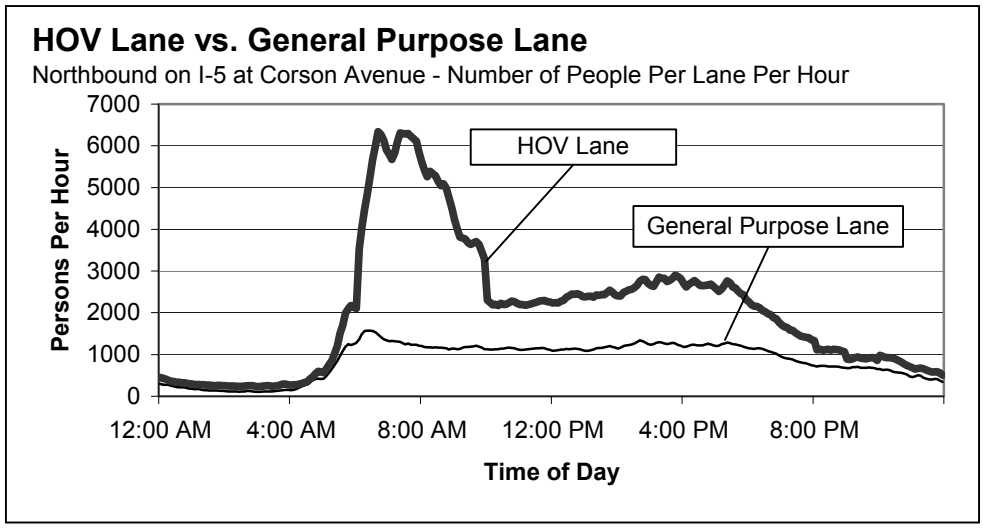
## High Occupancy Vehicle Usage is Increasing

Usage of High Occupancy Vehicles (HOVs) — carpools and vanpools — is increasing. HOV lanes move more people in fewer vehicles and reduce the need for vehicle travel. Increasing the number of HOVs in the traffic mix

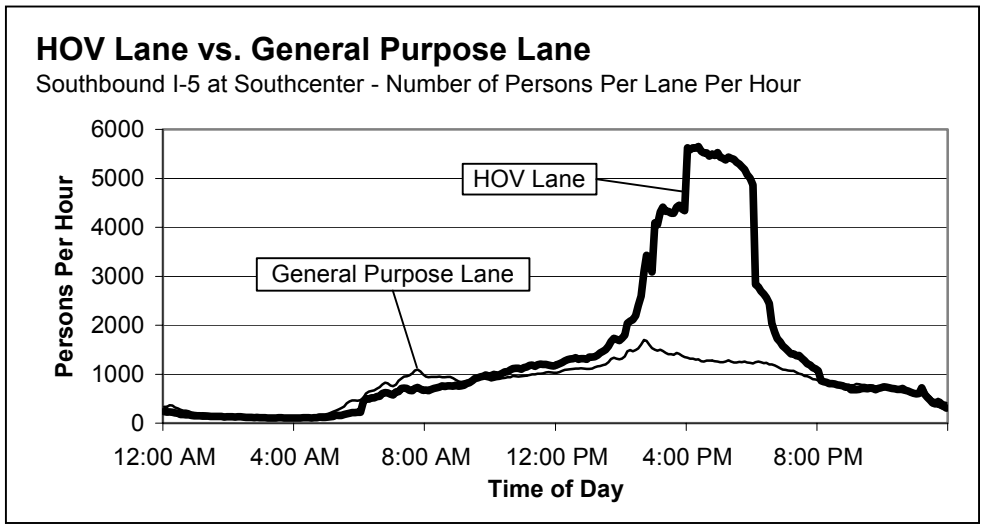
allows us to carry more people than would otherwise fit on congested freeway lanes. In the two-year span from 1998 to 2000, HOV use increased throughout most of the Puget Sound region. On average, the number of people using HOV lanes in the peak period on the corridors studied grew by roughly 17 percent in two years. This compares to a growth of about 5 percent in people using the general-purpose (GP) traffic lanes.

Two examples of HOV benefits are:

- The I-5 northbound HOV lane at Corson Avenue carries more than three times the number of people as each adjacent general-purpose lane during the morning peak period. The HOV lane actually continues to carry more people than are carried in each general-purpose lane throughout the day.



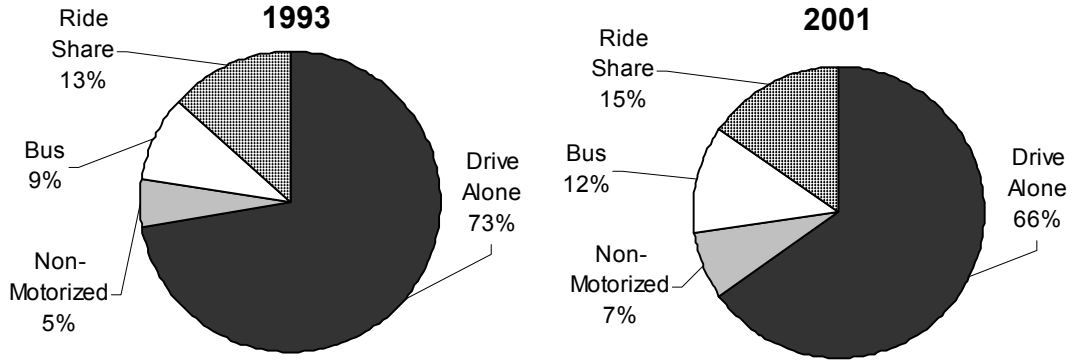

- During the evening commute in the southbound direction on I-5 at Southcenter, the number of people moved in the HOV lane is more than three times greater than the number of people moved in the adjacent general-purpose lane.



## Commute Trip Reduction Participation is Increasing

Commute Trip Reduction (CTR) programs move more people in fewer vehicles and reduce the need for vehicle travel. (For a more detailed explanation of the CTR program, see page 15). Employer participation in CTR programs is increasing. In 1993, 921 worksites participated in the CTR program. By 2001, participation increased to 1,117 worksites. The graph below displays the difference between CTR commuter travel choices from 1993 to 2001. The graph displays the shift in travel choice from single occupancy vehicles (SOVs) to travel choices promoted through the CTR program.

**CTR Commuters by Travel Choice (1993 vs. 2001)**




CTR programs in 9 participating counties: Clark, King, Kitsap, Pierce, Snohomish, Spokane, Thurston, Whatcom and Yakima.

The rough comparison below demonstrates the pronounced disparity between the CTR program commuters' travel choices and the general population's travel choices. This disparity reveals the CTR program's success in creating more capacity through less vehicle travel. The table below is a rough comparison derived from separate surveys. Surveys in 1993 and 2001 at CTR worksites in the Central Puget Sound (CPS) region are compared to US Census Bureau survey statistics for All CPS commuters from 1990 and 2000.

**Change in Travel Choice – Central Puget Sound (CPS) CTR Commuters* vs. All Commuters** in CPS**
Percent Change

| | CTR Commuters | All Commuters |
|---|---|---|
| | 1993 to 2001 | 1990 to 2000 |
| Drive alone | -10.2% | -0.4% |
| Rideshare | 17.9% | -0.8% |
| Transit | 29.6% | 15.2% |
| Non-motorized | 25.0% | -21.4% |

Central Puget Sound (CPS) figures refer to King, Pierce and Snohomish counties only.
*CTR Commuters in Central Puget Sound surveys data from 1993 and 2001
**All Commuters in Central Puget Sound surveys data from US Census Bureau in 1990 and 2000.

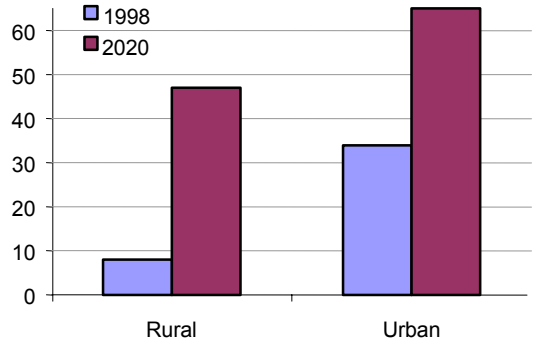
## CONGESTION

Congested highways are a major social, environmental, and economic challenge to communities and citizens all across the country. In Washington, the highway system is the backbone of the state's surface transportation system. Important segments are seriously congested.

According to the Texas Transportation Institute's annual national report, all four of Washington's major metropolitan areas experienced increases in annual per person average cost of delay from 1983 to 1999. These increases in congestion-driven costs have prevailed despite high (by national standards) citizen participation rates in non-SOV travel — such as the ferry system and vanpools.

**Projected Increase in Hours of Delay**

Annual Hours of Delay per Person - 1998 to 2020




Additional time spent in congested traffic is forecasted to rise to 48% in rural areas and 83% in urban areas by 2020.

The health of the state's economy is tied to the ability to move people and freight. Congestion strangles not just the vehicles and workers caught in it but all businesses whose competitive edge depends on their ability to deliver goods and services efficiently. For example, at the four Cascade Gateway points-of-entry (Peace Arch, Pacific Highway, Lynden and Sumas) almost daily truck backups stretch more than a mile from the border crossing down to the I-5 off ramp. Congestion costs truck companies more than $40 million annually.

Congestion lengthens employee trips during business hours, increasing vehicle operating costs and decreasing productivity due to additional labor costs. Delivery costs increase. Congestion diminishes sales for retail and professional services that need to connect with their customer base.

**Increase in Annual per Person Average Cost of Delay 1983 to 1999**

| Metropolitan Area | 1983 | 1999 |
|---|---|---|
| Seattle – Everett | $255 | $930 |
| Spokane | $ 35 | $180 |
| Tacoma | $ 45 | $490 |
| Vancouver, WA – Portland, OR | $ 50 | $610 |

The economy is also impacted by workers' ability – or lack of it – to commute to jobs and training. Traffic conditions affect employee punctuality, productivity, and morale. Employers in congested areas can experience problems with recruitment and turnover.

Congestion levels are expected to increase, especially if the SOV continues to be the public's most popular travel choice. The annual hours of delay per person (additional time spent in congested traffic) is forecasted to rise nearly 91 percent in the urban centers and 488 percent in rural areas from 1998 to 2020.

If current trends continue, traffic congestion will increase in both area and duration. In 1998, daily durations of "rush hour" traffic congestion ranged

from about four to eight hours per day. Projections over the next twenty years show these durations increasing to a range from five and a half to more than twelve and a half hours of delay per day. Meanwhile, traffic increases in areas outside the large cities will increase congestion impacts in those areas.

## FREIGHT AND GOODS MOVEMENT

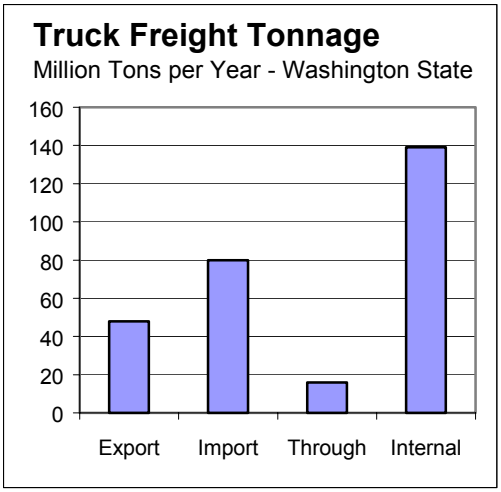
Washington's character as a trade-dependent state continues to grow. In fact, Washington is the most trade-oriented state in the U.S. It is a major production location of the country's largest exporter, the Boeing Company, as well as thousands of smaller businesses. Our state contains only two percent of the U.S. population but accounts for seven percent of the country's exports. In 1998, Washington's per capita exports, not including services, reached $7,345 per year, in comparison to $3,561 for the rest of the United States. When imports and exports are combined, international trade supports one out of three jobs in Washington.

Growth of international trade will stimulate freight and goods movement in metropolitan areas. Exports and imports through Washington's ports are forecast to double from 1995 to 2020. While this will benefit economic growth, it will also put additional strain on the state's network of rail, highway, and water freight transport.

The state's freight network links Washington's ports to points of trade throughout the state and beyond. Other major Pacific Coast ports have already begun improvements on their port-to-warehouse delivery efficiency. Without significant investment in the state's freight movement network, Washington State will become less competitive in the marketplace.

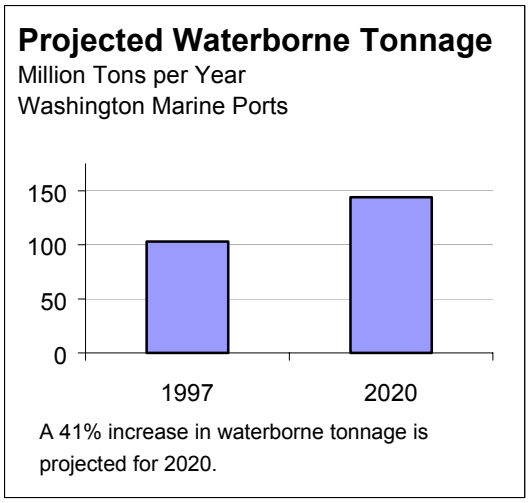
### Truck Freight

More than 283 million tons of truck-hauled freight and goods move on Washington State highways each year. An estimated 8.1 million truck trips occur on Washington highways each year. Two million of these trips originate from out of state. The value of cargo carried on these truck trips is nearly $150 illion. (Eastern Washington Intermodal Transportation Study (EWITS) Final Research Report, June 1999) Many businesses and shippers rely on the state highway system to cost-effectively move freight and goods. This high volume of freight movement has a significant impact on our highways, leading to major expenditures on roadway preservation.



## Water Freight

Strategic water freight corridors within Washington State include the Columbia and Snake River systems, Puget Sound, and Grays Harbor. Approximately 108 million tons of freight move into and out of Washington ports per year.




Waterborne freight terminating in Washington from outside the state amounts to 45 million tons per year. Washington exports add up to 47 million tons per year and 17 million tons move within the state each year. More than 40 percent of the nation's wheat exports travel through the Columbia/Snake River system on to ocean vessels for international distribution.

## Rail Freight

Freight rail makes up the smallest share of the total freight moved, but has perhaps the greatest likelihood for expansion. Currently, approximately 75 million tons of freight move over Washington's freight rail system each year. Through-state freight rail equals nearly 20 million tons per year. Freight originating or terminating in Washington equals 48 million tons per year. Internal freight movement amounts to nearly 7 million tons per year.

Since 1970, approximately 40 percent of Washington State's active rail lines have been abandoned. This loss increased heavy truck traffic on state and local roads, resulting in higher road maintenance and repair costs. The remaining rail lines help reduce heavy truck traffic and congestion on highways and provide a competitive shipping option for Washington farmers and other businesses.

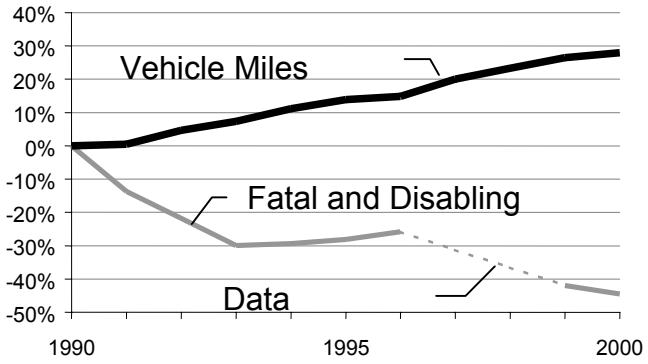
The continuation of service on branch lines saves the state $21 million per year in avoided roadway maintenance costs. Preservation of these remaining rail lines is crucial. As our region

grows and highway congestion increases, farmers and other businesses may increasingly look to rail to get their goods to market.

## SAFETY

In the past decade, Washington State's annual fatality rates have dropped to their lowest level in many years. Though traffic volumes increased 30 percent in the last decade, traffic deaths dropped dramatically – down nearly 50 percent from 1990 to 1999. Nationwide, traffic fatalities occur at a rate of about 1.6 fatalities per 100 million miles traveled. In 2000, Washington State highways had approximately 1.25 fatalities per 100 million miles traveled.

**Fatal and Disabling Crashes and Vehicle Miles Traveled (VMT)**
Percent Change - Washington State




Since 1990, the number of fatal and disabling injuries has fallen by almost 50%, while VMT has increased by almost 30%.

Fatality rates on highways are decreasing due to better highway design, stricter enforcement of drunk driving and seatbelt laws, improved safety features in vehicles, and traffic safety education. However, despite the last decade's fall in traffic fatalities, more than 600 people died on our state and local roadways in 1999 — an average of nearly two people killed each day.

## ENVIRONMENTAL CHALLENGES AND OPPORTUNITIES

Investments toward a sustainable transportation system must consider environmental impacts and improve the transportation system's interaction with the surrounding environment.

Modern society has grown heavily dependent on transportation that carry serious environmental burdens. A century ago our ancestors walked, rode horses or, for long distances, rode the train. Today we drive cars, travel on buses, ride on ferries, and fly in airplanes. The roads we've built have often altered natural landscapes dramatically and disrupted ecological systems.

Even with the benefits of more fuel-efficient and less polluting vehicles, transportation systems are still the largest producer of smog precursors and greenhouse gas emissions in our society. Some urban regions in Washington State are already out of compliance with clean air laws. Statewide, vehicles, mostly personal automobiles, annually release 60 percent of the carbon

monoxide emissions (CO), 70 percent of the nitrous oxide (NOX) emissions, 45 percent of volatile organic chemical emissions (VOC), and about 60 percent of the carbon dioxide emissions ($CO_2$). Every 25 miles driven adds one pound of pollution to the air. This contributes to significant health care costs due to lung and allergy-related illnesses. To reduce pollution, vehicles and vehicle trips need to be more efficient. Compliance with the Clean Air Act lies at the heart of planning transportation solutions for the future.

Society has responded to environmental issues by insisting that transportation systems pay greater heed to environmental values and outcomes – a result that most citizens strongly support. Environmental concerns must now be incorporated early into planning and project development to ensure minimal impacts to the environment and effective mitigation for unavoidable impacts. To comply with the Clean Water Act, watershed protection goals must be embodied not only in new project construction, but also in many rebuilding and rehabilitation projects for existing facilities.

Another environmental and transportation issue is the consumption of open land and the consequent loss of sensitive and diverse habitats. Avoiding impacts to habitats that support "threatened" and "endangered" species listed in the Endangered Species Act (ESA) presents another difficult challenge for Washington State's transportation system planning. For example, hundreds of culverts in the highway system disrupt salmonid migration to the essential spawning and rearing habitat that is critical for species preservation and recovery.

The space consumed by transportation infrastructure, including streets, roads, highways, and parking facilities, already takes up more than half of urban land. In the wake of the Growth Management Act, views differ about the best way to manage and direct growth. There are important trends in these areas affecting the transportation system.

However, transportation trends do not all point in the same direction. For example, growth rates in vehicle use may actually overcome the environmental gains promised by more fuel-efficient vehicle technology. On the other hand, WSDOT's commitment to incorporate environmental issues early into planning and project development, to minimize impacts, and to provide effective mitigation creates new opportunities for public investment to serve the joint goals of improving the transportation system and the environment.

## III. Funding the System

Washington transportation services are provided by numerous entities, such as local governments, regional agencies, the state and federal government, and the private sector. Services are funded in different ways. The state primarily uses the gasoline tax and fee revenues to fund investment in state-owned systems such as highways. Local and regional governments fund local transportation services with revenues from the state gas tax, federal monies, grants, and local taxes. Personal vehicles and marine shipping lines are examples of private expenditures.

This section describes some of the costs associated with transportation and the major transportation revenue sources for the state. It compares an estimate of personal private spending on transportation with the public spending of tax revenues that support transportation infrastructure like highways and ferries. The private spending on transportation is much greater than the public spending. Public spending refers to the amount of money spent by federal, state, and local agencies and governments to maintain and improve transportation systems.

For more information about transportation revenues and spending in Washington, see WSDOT's *Key Facts* pamphlet, available online at **www.wsdot.wa.gov/KeyFacts**.

### PUBLIC AND PRIVATE COSTS OF TRANSPORTATION

The state transportation system operates within a complex network of different systems and revenue sources. When most people think about the costs of transportation, they generally consider the spending by local and state agencies to keep the transportation system running: maintaining roadways, building sidewalks, operating transit routes, and other costs. But when the total costs of transportation are considered, this direct public spending is only a small portion of the total cost. The total amount spent on ownership and operation of private vehicles in Washington was estimated to be about $32 billion in 2000, far more than WSDOT's estimated spending on transportation of $1.27 billion during the same time period.

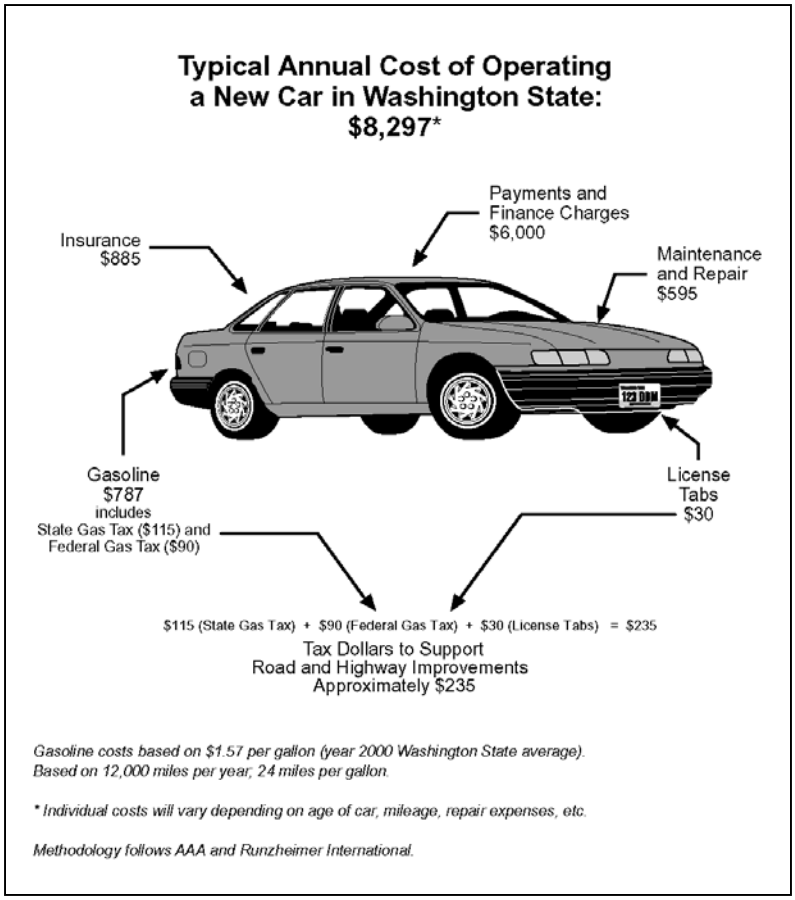
Much debate has been generated about quantifying the indirect impacts associated with use of the transportation system. These impacts, including congestion costs of wasted fuel and time, and environmental costs, are real expenses experienced by everyone in the state but generally do not represent cash payments by anyone. While it is important to understand the nature and extent of these costs when making investment decisions, they are not included in WTP's basic comparison of public and private costs.

## Personal Transportation Spending

While quantifying personal spending is difficult, rough estimates of spending shed light on the importance of transportation in our region. These estimates show that personal spending on transportation far outweighs public spending to maintain, preserve and improve publicly owned systems. In other words, while we spend a substantial portion of our personal income on private vehicles and other means of travel, we provide far less to the public infrastructure upon which this travel depends.

According to the U.S. Department of Transportation, the average household in the Western United States spent approximately 18 percent of its budget on transportation in 1999 – about $7,423. This included spending for vehicle purchases and operations, airline and transit fares, and other fares for taxi trips and car rentals. The average Washington household spends more on transportation than it does separately on any of the following: food, health care, apparel, entertainment, or education.

In Washington, the typical annual cost of owning and operating a new passenger car, driven 12,000 miles a year at 24 miles per gallon, is about $8,300 (see the figure below). This cost includes insurance, maintenance, gas and oil, payments and finance charges, state and federal gas taxes, and license tabs. Taxes and fees, which amount to about $235 a year, primarily support state, federal and local spending on roads and highways, with a small portion of federal monies dedicated to other modes.



Individual variations in a vehicle's age, condition, type, and use mean that every vehicle owner's individual costs of driving will vary considerably. For example, some sport utility vehicles are generally more expensive to purchase, operate and maintain than passenger cars.

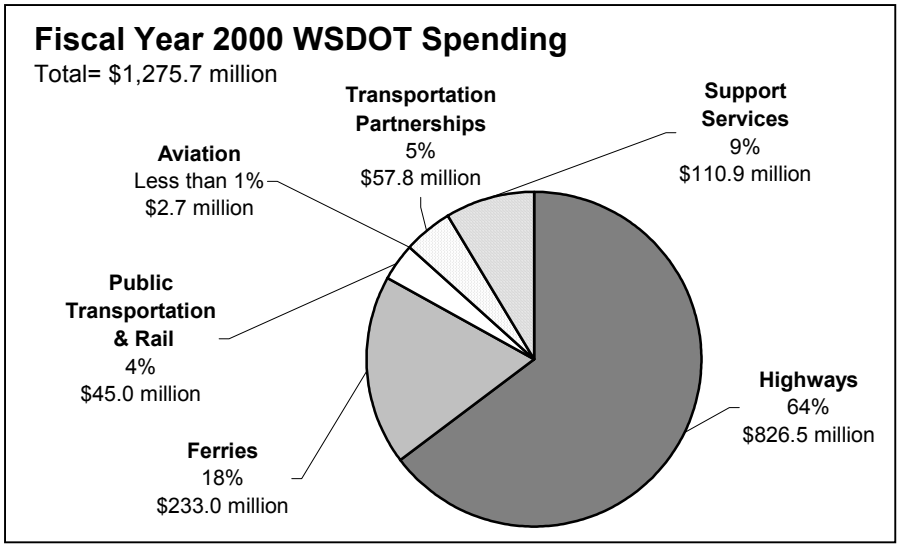
Taxes and fees average between 4 and 5 percent of a vehicle's annual cost, depending on the vehicle and how much it is used.

Assuming an average cost of 60 cents per vehicle mile traveled, the average annual cost of car operations in 2000 was about $6,300. In 2000, Washington citizens spent an estimated total of $32 billion on vehicle ownership and operations.

Taxes and fees average between 4 and 5 percent of a vehicle's annual cost, depending on the vehicle and how much it is used. The gas tax and fees for licenses and permits represent the primary sources of public revenue for maintaining local, state, and federal roadways.

## WSDOT's Spending

WSDOT funding is provided by federal, state, and local sources to fund transportation needs on the state system. WSDOT spends most of these revenues to maintain, preserve, operate, and improve the state highway system. WSDOT is also financially responsible for Washington State Ferries, a portion of Amtrak *Cascades*, and state airports. In addition, WSDOT provides planning and grant support for public transportation and freight rail and operates a program to partner with local governments on road and highway connections. Roughly nine percent of WSDOT's spending goes toward administration, planning, data collection, research, and management.



## SOURCES OF TRANSPORTATION REVENUE

The three levels of transportation funding in the state are derived from federal, state and local sources. The federal government apportions funds to the state, cities and counties. The state gas tax **only** supports state highways, ferries and city and county roads. The gas tax does not support public transit or rail programs. Roughly half of the revenue from licenses, permits and fee collection at the state level is distributed to the motor vehicle fund (a distribution account for highway-related spending). Locally, cities and counties have the authority to fund local improvements with additional vehicle license fees, sales and use taxes, motor vehicle excise taxes, and other taxes.

### Federal Revenues

The federal Transportation Equity Act for the 21st Century (TEA-21) provides authorizations for federal aid to highway and transit programs from October 1, 1997, through September 30, 2003. Federal funding is directed to WSDOT and local jurisdictions like cities and counties.

The major federal highway programs include:

- Funding to maintain the Interstate System;
- Funding for the 163,000-mile National Highway System, a network of interconnected routes that serves major population centers, international border crossings, ports, airports, and public transportation facilities;
- Funding for the replacement and rehabilitation of deficient bridges;
- A block grant type program called the Surface Transportation Program that can be used for a wide array of transportation projects;
- Funding directed to ozone and carbon monoxide non-attainment and maintenance areas designated under the Clean Air Act, to be used for programs and projects to improve air quality; and
- Funding for High Priority Projects that are identified as such in federal authorization or appropriations bills.

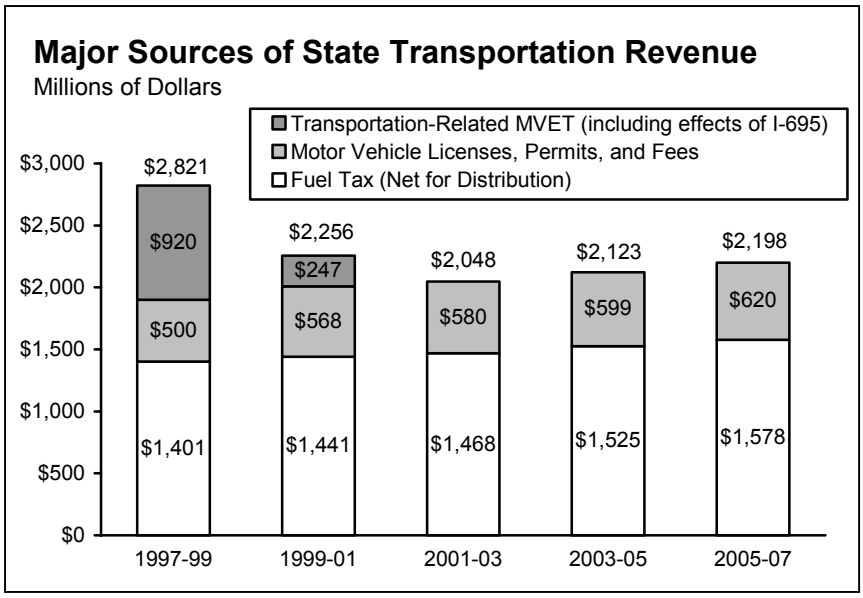
The major transit programs include:

- Funding for major capital investments in public transportation;
- Funds for planning, acquisition, construction, improvement, maintenance, and operation of mass transportation services;
- Funding assistance for public transportation capital and operating projects in rural areas; and
- Funding for services to meet special needs of the elderly and persons with disabilities.

## State Revenues

In Washington, there are two principal state-imposed and state-collected sources of revenue available to fund transportation: the gas tax and vehicle licenses, permits, and fees. Until 1999, transportation funding was also supported by the Motor Vehicle Excise Tax (MVET), which was based on vehicle value.

In 1999, the passage of I-695 eliminated the MVET, reducing 33 percent of state funding for transportation (see the chart below). While MVET captured growth and inflation, the gas tax is a flat tax that does not keep up with inflation.




## State Gasoline Tax

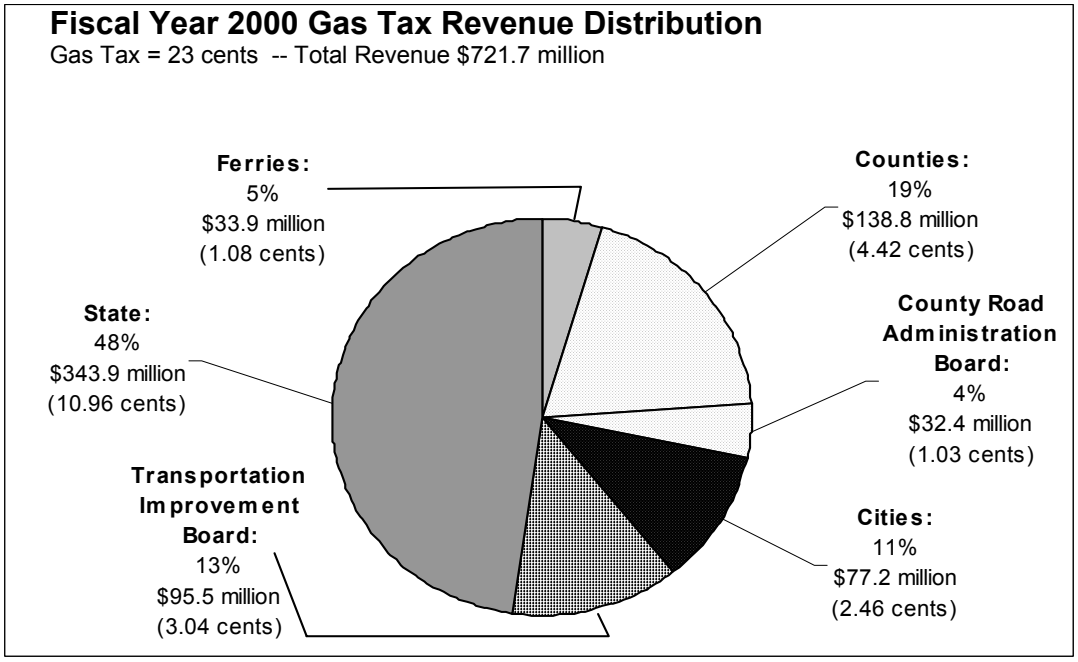
The gas tax is a flat tax that does not keep up with inflation.

The 18th Amendment to the Washington State Constitution dedicates motor fuel tax proceeds to "highway purposes." Revenue generated from the gas tax is collected and distributed by the Department of Licensing to various jurisdictions, including cities, counties, and the state. The state share, about half of total revenues, is distributed to the Motor Vehicle Fund, which supports WSDOT highway programs and a number of activities for other state agencies that are defined as "highway purposes." WSDOT's share of funding for highway purposes is distributed primarily to highway construction, maintenance, administration, and the debt service on highway construction bonds.

A nearly equal amount is distributed directly to cities, counties, and other agencies for roadway programs. The remainder pays for ferry operations and capital improvements (the ferry system is considered a "highway purpose" under the amendment).

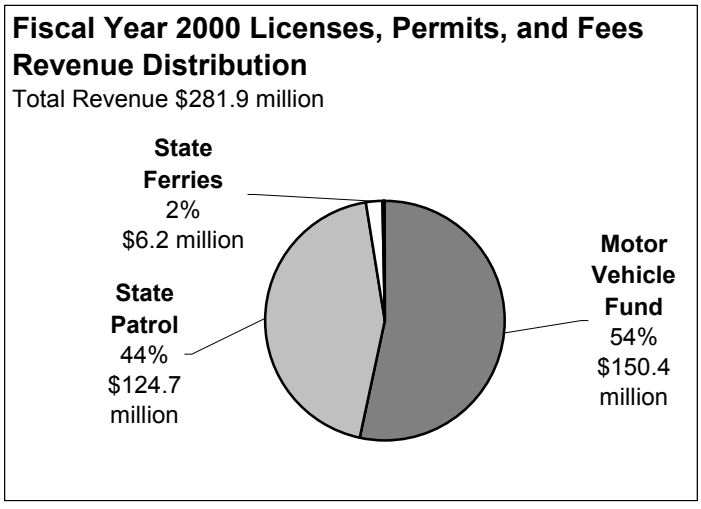
The graphic on the next page displays the distribution of the fiscal year 2000 gasoline tax. Twenty-three cents are collected on every dollar of gasoline sales. Approximately 11 cents goes to the state specifically for highway

purposes. The Washington State Ferries gets a cent. Three cents go to the Transportation Improvement Board (TIB). Two cents of TIB tax revenue go to cities and counties and about one cent or less of the TIB funds go back to the state. The remainder of the total gasoline tax — approximately 8 cents — goes directly to counties, cities, and the County Road Administration Board.




Washington's gas tax was last raised by the Legislature by four cents in 1990 and one cent in 1991. Since the gas tax is not tied to inflation, the actual purchasing power from its proceeds has declined significantly over time. However, if gas tax increases were triggered by increases in inflation, as are all other basic taxes, its purchasing power would more closely match the growth of the economy.

## State Vehicle Licenses, Permits, and Fees




Revenue from licenses, permits and fees (the second major source of transportation funds after gas taxes) accounted for a total of $282 million in FY 2000. Over half (54 percent) of this revenue was distributed to the Motor Vehicle Fund for highway purposes, while 44 percent was directed to the Washington State Patrol. About 2 percent of the total went to WSF operations.

WSDOT estimates that private personal vehicles accounted for 61 percent of the total vehicles fees collected in the state in FY 2000. Commercial vehicles accounted

for 39 percent of the total fees. Vehicle fees are primarily collected by the Washington State Department of Licensing.

### Local Revenues

Cities and counties pay for local transportation in four main ways: apportionments from the federal government, direct shares of the state gas tax, state grant programs (funded by a share of the state gas tax), and local taxes.

Some of the federal funding for cities and counties are described in the discussion of federal programs on page 41.

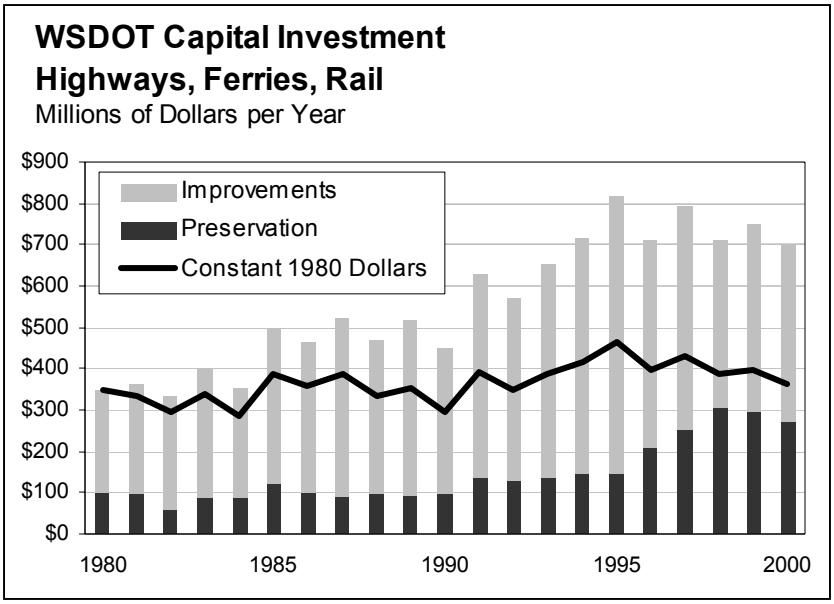
Cities and counties receive dedicated funding from the state gas tax. Cities receive 11 percent of the total gas tax revenues, while counties receive a total of 23 percent [4 percent is distributed to the counties by the County Road Administration Board (**www.crab.wa.gov**)]. These monies are used for local road maintenance, operations and improvements.

Cities and counties may also apply for grants to fund transportation projects. The Transportation Improvement Board (TIB) administers state gas tax funds to provide local cities and counties an additional source of funding for prioritized improvements. For more information about the TIB, see **www.tib.wa.gov**.

Cities and counties are also authorized to raise funds with additional local vehicle license fees, commercial parking taxes, sales and use taxes, motor vehicle excise taxes, and other taxes to pay for local road, HOV, public transit, and high capacity transit improvements. These fees and taxes are in addition to state taxes and each jurisdiction is different.

## TRANSPORTATION FACILITY INVESTMENT

Washington State is in a serious transportation crisis. The main reason for this crisis is a 20-year trend of inadequate capital investment in transportation infrastructure despite a dramatic increase in demand for transportation facilities and services from growth in population and employment.




The state's capital investment in transportation has not kept pace with demand. WSDOT's total capital outlays on the transportation system, while increasing somewhat on a nominal basis, actually did not increase at all on an inflation-adjusted basis (graph to the left is in constant 1980 dollars).

Locked into 1980 investment levels for over two decades, the pattern of capital investment shifted from 30 percent for preservation and 70 percent improvement in 1980 to 40 percent for preservation and 60 percent for improvement in 2000. Investing a greater percentage for preservation to protect past investments reduces available funding for highway improvements in safety and congestion relief.

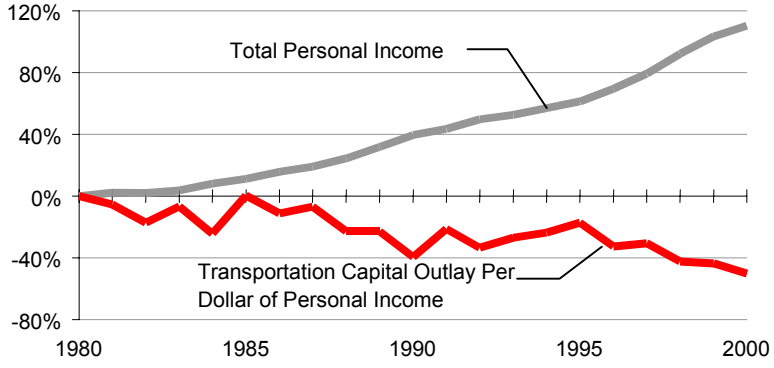
In fact, annual levels of transportation investment have fallen sharply in relation to state total personal income, even as real dollar income has more than doubled (see the graph below). While personal income and demands on our transportation system increased, the state's transportation capital investment was actually reduced to about half of the 1980 level in relation to each dollar of personal income.

From this investment pattern, it was inevitable that the state would find itself in today's position is of such concern to public officials, business people, and citizens. Roads are jammed with vehicles. Bridges need repairs. Highway safety corrections are overdue. Ferries are past their retirement. Major pavement rehabilitation costs loom for interstate highways. Transit and other alternative transit modes struggle to mobilize the assets needed to deliver adequate service levels. Railroad crossings need grade separation. Transportation services to rural areas need strengthening. The list goes on.

There are many reasons why it has been difficult to sustain adequate levels of investment over the last two decades. There are also many obstacles to raising transportation spending to a level that could significantly improve the system. But there is little disagreement that the transportation system must receive attention on an urgent basis. That means a major program of new investment based on a sustainable stable funding source.

**WSDOT Capital Investment vs. Washington State Personal Income**

Percent Change - Inflation-Adjusted Dollars




WSDOT Capital Outlay per Dollar of Personal Income has fallen 50 percent since 1980.

The trend of disinvestments has not only reduced the construction of congestion relief projects, but also threatens our ability to maintain, preserve, and make safety improvements to the state transportation system.

## IV. Current Funding Issues

The previous three sections describe a complex reality for the state's transportation policy makers. While use of the state's network of highways, ports, ferries, rail, and transit has increased tremendously in the last twenty years, and the state's economic dependence on this network as a trade advantage has grown, investment to improve these facilities has not kept pace. Citizens, businesses, and other advocates have articulated a wide range of perspectives on possible solutions and potential actions.

### STATEWIDE TRANSPORTATION NEEDS – 2003 TO 2022

This section discusses the status of information available on statewide transportation needs for the 20-year planning period from 2003 to 2022. A detailed list of needs and their estimated costs is available on the WTP website — **http://www.wsdot.wa.gov/PPSC/WTP** — or on compact disk as explained in Appendix E. The estimated needs do not represent the total 20 year cost of transportation in the state. For example, most local needs for city and county roads are not included in WTP, while public transportation, another mode with largely local or regional ownership, is included. The needs represent projects and programs needed to maintain our current facilities and upgrade them into a modern transportation system.

#### WSDOT's State-Owned 20-Year Needs

While WTP identifies a multimodal balance in transportation needs across the state, modes included in the plan are largely the responsibility of system owners. WSDOT's largest financial responsibility is state highways. WSDOT also owns and operates other state-owned modes, including Washington State Ferries, emergency airports and eight of the twelve daily Amtrak *Cascades* trains.

**Washington State 20-Year State-Owned Needs & Anticipated Revenues**

| State-Owned Modes | | WTP State-Owned 20-Year Needs (in billions) |
|---|---|---|
| **State Highways** | | $ 57.0 |
| **Washington State Ferries** | | $ 7.4 |
| **Passenger Rail** | | $ 2.4 |
| **Aviation** | ($3 million) | $ - |
| **Total** | | **$ 66.8** |
| **Anticipated Revenues** | | $ 14.2 |
| **Shortfall** | | **$ 52.6** |

### WSDOT's State-Interest 20-Year Needs

It is important to remember the state is not the sole provider of funding for transportation. The federal government, regional agencies, local governments, and the private sector also provide funding and other transportation services.

WSDOT worked with system owners to determine the 20-year needs of the state transportation system. These various partners produced estimates of need for the modes they owned.

WSDOT has a state-interest in public transportation. WSDOT's anticipated available public transportation revenue over the next 20 years is approximately $112 million. At the same time current revenues for the 26 local and regional public transit agencies would indicate their spending to be approximately $20 billion over the next 20 years. (Public transit agencies' figures are based on *Washington State Summary of Public Transportation Systems - 2000*).

Private rail's 20-year contribution to the rail system is not known. The 20-year local and regional governments' funding of non-state highway projects is also unknown. The challenge will be for the state and its other system partners to find the necessary resources to meet the impending critical transportation needs.

## CURRENT FUNDING DEBATE

Washington's governor, legislators and DOT know the importance of improving the transportation situation in Washington. This challenge has generated a great deal of debate among policy makers on how best to move forward.

Some of the more prominent issues being discussed at the state level include better accountability and transparency in government, possible tax increases to achieve greater revenues, and better efficiency in making transportation projects happen.

### Blue Ribbon Commission on Transportation

In 1998, the Legislature and Governor created the Blue Ribbon Commission on Transportation (BRCT) to conduct a comprehensive analysis of statewide transportation needs and priorities. The BRCT consisted of 46 members representing business, labor, agriculture, tribes, government, ports, shipping, trucking, rail, environmental interests, and the general public. They listened to state and national experts as well as citizens from all parts of the state to analyze transportation issues.

Following a six-month period of public comment gathered through public hearings, web-based surveys, correspondence, speaking engagements, and committee deliberations, the commission approved a set of recommendations for the future of Washington's transportation system. The BRCT's recommendations identify ways for the state to improve in the areas of investment, revenue, and administration. These recommendations call for legislative and institutional change.

Many of the BRCT's recommendations require legislative action. In 2001, the Legislature passed two bills that will help the state utilize transportation dollars more efficiently and effectively.

- Senate Bill 6188 authorizes a pilot program to streamline the environmental permitting process for new transportation projects. The law created an interagency Transportation Efficiency and Accountability Committee (TPEAC) to assess current environmental standards, develop a list of streamlining opportunities, and apply a new process to three pilot projects. The goals of permit streamlining are to reduce project delays and costs by reducing duplicative efforts, while still protecting the environment.
- House Bill 1680 allows WSDOT to contract with a single "design-build" company for projects costing more than $10 million, instead of using two separate contractors for design and construction. This method should reduce total project times. It also holds the promise of innovation stemming from the collaboration between designer and builder.

Some of BRCT's recommendations direct WSDOT to achieve greater accountability, better customer service, and a streamlined project delivery process.

WSDOT's quarterly *Measures, Markers and Mileposts* report is one example of the agency's efforts to enhance accountability to Washington State citizens, legislators, and transportation partners. It provides a snapshot of department programs and measures of transportation components for which the state is directly responsible.

The report also serves as an internal management tool to assess project and program delivery. Current and previous editions of the report can be accessed at **www.wsdot.wa.gov/graybook**.

## Regionalism

In the wake of the Blue Ribbon Commission on Transportation, the 2001 Legislature took up the very difficult issue of increasing revenue for transportation needs. Out of this debate developed a new funding possibility. Although there is a clear need for more prosperous counties in the state to assist in funding needed improvements in counties with a smaller tax base, congestion was acknowledged as primarily an urban problem. To this end, the Legislature proposed several bills directed to allow the Central Puget Sound to raise regional revenue to pay for regional projects. Although this alternative for funding regional needs has so far failed to materialize, this type of approach may prove successful in the future.

# RTPO Focus

The WTP update is the product of a collaborative planning process that involved WSDOT and local, regional, Tribal, and other state entities. Throughout the update process, WSDOT worked with these partners to discuss and develop a policy approach to future transportation investments. This process unified the analyses of regional and Tribal partners into one statewide inventory of transportation needs. The coordination of regional, Tribal, and state plans has created a strong foundation for prioritization and decision-making.

Each region makes a unique contribution to the entire state transportation system. The WTP policy framework has been developed and used by the regions to identify their transportation needs. The Regional Transportation Planning Organizations (RTPO) sections describe the needs and issues identified by the state's RTPOs.

## I. Regional Transportation Planning Organizations

Each region of the state has distinct transportation needs that reflect its communities, environment, and economy. Therefore, transportation planning in Washington State is a joint, coordinated partnership between cities, counties, state, major employers, private industries, federal entities, and Tribal governments. There are two statutory requirements for this coordinated planning.

State law authorized RTPOs as part of the 1990 Growth Management Act. RTPOs create a formal mechanism for local governments and the state to coordinate transportation planning for regional transportation facilities. An RTPO is mandated to develop a Regional Transportation Plan (RTP) based on the region's transportation strategy. The strategy identifies existing or planned transportation facilities, services, and programs, which should function as an integrated transportation system, including:

- Major roadways such as state highways and regional arterials;
- Transit and non-motorized services and facilities;
- Multimodal and intermodal facilities;
- Marine ports and airports;
- Railroads; and

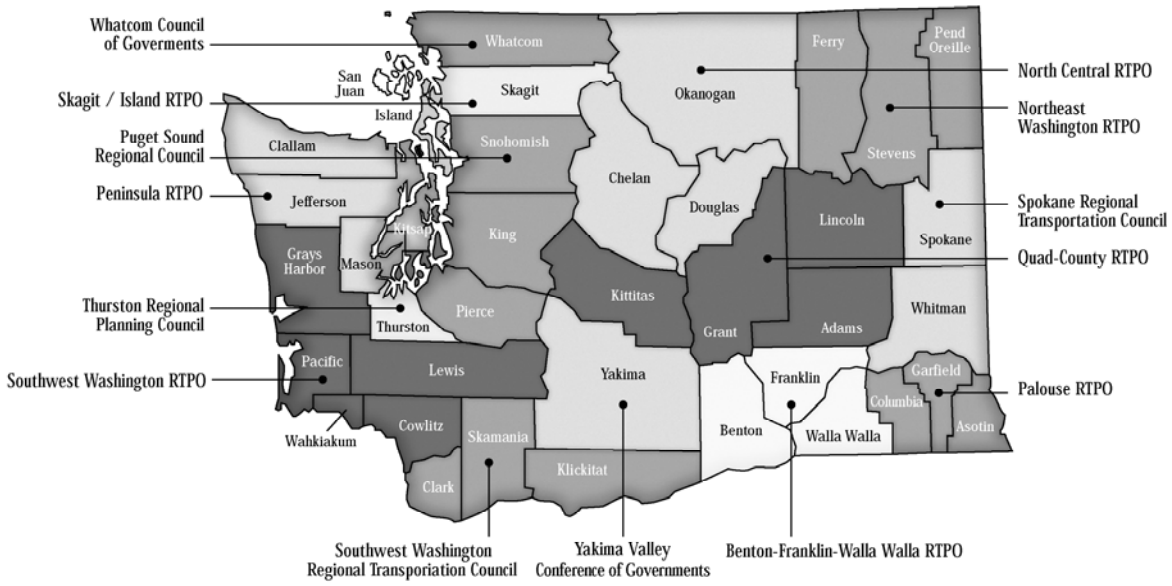
- Non-capital programs, including transportation demand management.

In the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991, and the subsequent Transportation Efficiency Act for the 21st Century (TEA-21) of 1997, federal law authorized Metropolitan Planning Organizations (MPOs), which are required in all urban areas with a population of more than 50,000. For areas with a population of 50,000 or more, the MPO and the RTPO must be the same organization. Although there are some differences, an MPO's responsibilities are very similar to those of the RTPO.

MPOs in areas with a population over 200,000 are designated as Transportation Management Areas (TMAs). TMAs have additional responsibilities, due to their population size and the added complexities that are characteristic of larger urban areas. A map of the state's TMAs/MPOs/RTPOs follows.

Each of the following RTPO sections contain a brief description of the region followed by an examination of its major transportation facilities, demographics, freight movement, economic trends, and transportation priorities. These sections are designed to display the unique nature of each regional transportation area. Together these sections combine to present the overall character of the state's transportation concerns.

# Transportation Planning Organizations of Washington




**Benton–Franklin–Walla Walla (BFWW)**
RTPO (Benton, Franklin & Walla Walla Counties)
MPO (Benton-Franklin Council of Governments)

**North Central RTPO (NCRTPO)**
RTPO (Chelan, Douglas & Okanogan Counties)

**Northeast Washington Regional Transportation Planning Organization (NEW RTPO)**
RTPO (Ferry, Stevens & Pend Oreille Counties)

**Palouse Regional Transportation Planning Organization (PalRTPO)**
RTPO (Asotin, Columbia & Garfield Counties)

**Peninsula Regional Transportation Planning Organization (PRTPO)**
RTPO (Clallam, Jefferson, Kitsap & Mason Counties)

**Puget Sound Regional Council (PSRC)**
TMA/MPO/RTPO (King, Kitsap, Pierce & Snohomish Counties)

**Quad-County Regional Transportation Planning Organization (QUADCO)**
RTPO (Adams, Grant, Kittitas and Lincoln Counties)

**San Juan County**
Not associated with an RTPO

**Skagit/Island Regional Transportation Planning Organization (S/I RTPO)**
RTPO (Island & Skagit Counties)

**Southwest Washington Regional Transportation Council (RTC)**
TMA/MPO/RTPO (Clark, Klickitat & Skamania Counties)

**Southwest Washington Regional Transportation Planning Organization (SWRTPO)**
RTPO (Cowlitz, Grays Harbor, Lewis, Pacific & Wahkiakum, Counties)
Cowlitz-Wahkiakum Council of Governments (CWCOG)
MPO (Longview-Kelso, WA – Rainier, OR urban area)

**Spokane Regional Transportation Council (SRTC)**
TMA/MPO/RTPO (Spokane & Whitman Counties)

**Thurston Regional Planning Council (TRPC)**
MPO/RTPO (Thurston County)

**Whatcom Council of Governments (WCOG)**
MPO/RTPO (Whatcom County)

**Yakima Valley Conference of Governments (YVCOG)**
MPO/RTPO (Yakima County)


Washington State
Department of Transportation

## BENTON-FRANKLIN-WALLA WALLA RTPO (BFWW)

## BENTON-FRANKLIN COUNCIL OF GOVERNMENTS (BFCG)

A Columbia River vista

The Benton-Franklin-Walla Walla Regional Transportation Planning Organization (BFWW RTPO) is staffed by the Municipal Planning Organization, the Benton-Franklin Council of Governments (BFCG) and encompasses the three-county area of Benton, Franklin, and Walla Walla counties. This south central region is bordered by Oregon on the south, and includes both rural and major metropolitan areas. The U.S. Department of Energy Hanford Site, generally inaccessible to the public, covers 560 square miles, or 13 percent of the total 4,216 square miles in the three counties. The Rattlesnake Hills are the highest "treeless" hills in the United States, at 3,629 feet above sea level. The Columbia and Snake Rivers cut through this region and meet southeast of Pasco. Parts of the Columbia are more than two miles wide.

*Major Transportation Facilities:*
Major transportation facilities in this region are I-82, I-182, US 12 and US 395. Other critical facilities and services include the Columbia and Snake River systems; BNSF Railroad; two transit systems serving Benton-Franklin counties — Ben Franklin Transit and Valley Transit — and the greater Walla Walla community; the Port of Pasco and the Port of Walla Walla; and two commercial airports. SR 240 is a critical local link within the Kennewick, Pasco, and Richland (Tri-Cities) area. Four
major highway structures cross the Columbia River, including the crossing just west of the McNary Dam, connecting with US 730 and I-84 in Oregon.

*Demographics:*

The population of the three-county RTPO was 247,002 in 2000. This represents 4.2 percent of the state population. Benton County makes up 58 percent of the RTPO.

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Benton County: | 142,475 | 83.7 | $46,002 |
| Franklin County: | 49,347 | 39.7 | $32,276 |
| Walla Walla County: | 55,180 | 43.4 | $34,471 |

*Freight Movement:*

The regional economy is dependent on two distinct elements: agriculture and activities related to the Hanford Site. The primary crops transported in the region include potatoes, grain, processed food, meat, and hay. Trucks, railcars, and barges are the main form of freight movement in the area.

*Truck Freight* — The main destination facilities for trucks from this region are warehouses or distribution centers, factories, and river or ocean ports. Forty percent of the truckloads originating in this region are destined to out-of-state facilities. Another significant freight movement, particularly in Walla Walla County, is the local trucking from fields to elevators and from warehouses to river ports. US 395 and SR 17 are the major freight arteries connecting

communities within the Columbia Basin region. I-82 is the major route utilized to reach out-of-state destinations, and both I-82 and I-90 are integral to transporting products from this region to Western Washington.

Railroad lines serving this region are: Burlington Northern Santa Fe, Union Pacific, Blue Mountain Railroad, Tri-Cities Railroad. Amtrak provides passenger service.

*Rail Freight* — Grain Train rail cars are dedicated to moving grain from Washington farm communities to Columbia River and Puget Sound ports. Other types of freight moved by rail include farm and food products, intermodal trailers and containers, and manufactured goods and merchandise.

Barge traffic on the Snake River

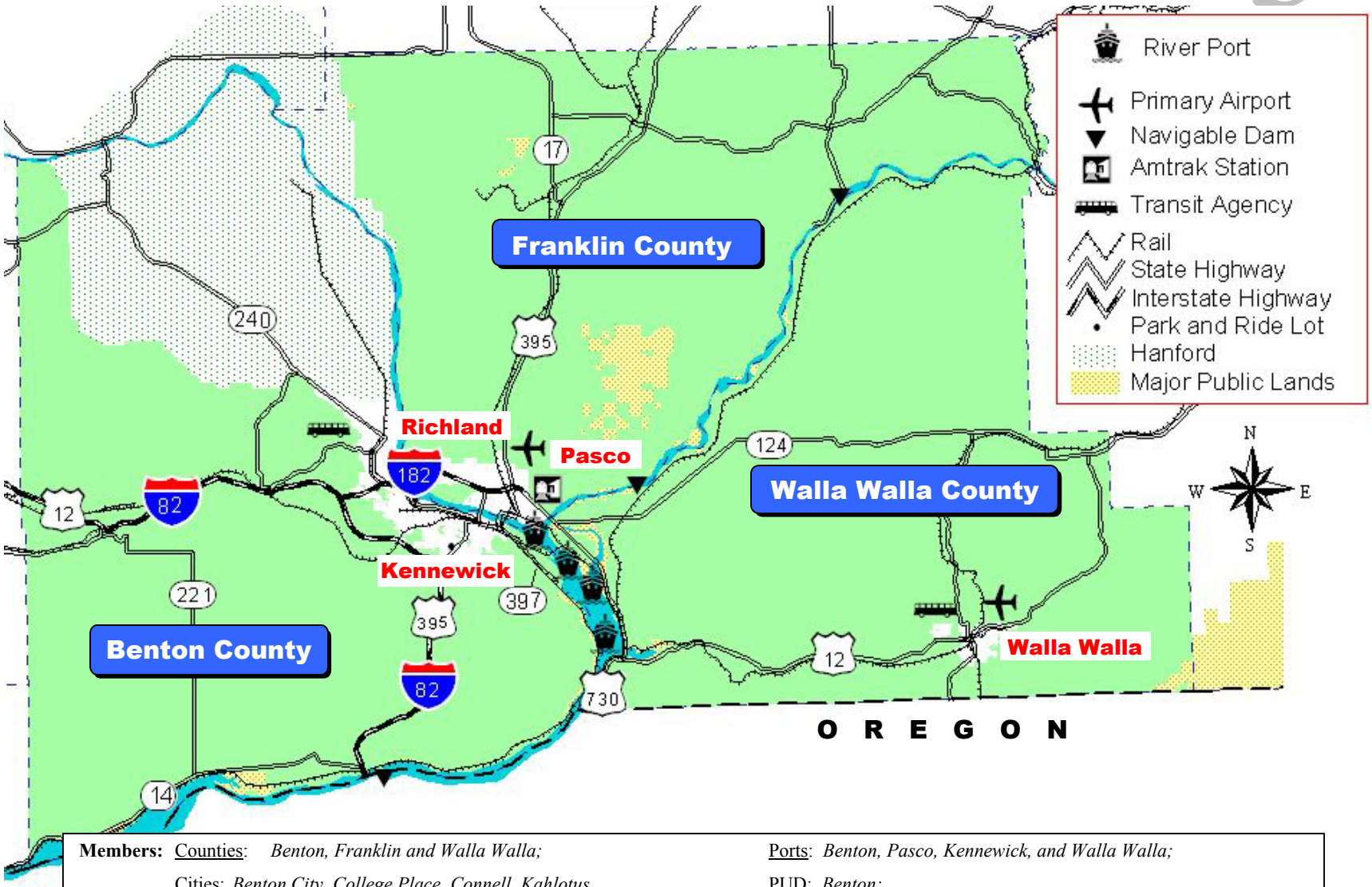
*Water Freight* — McNary Dam (in Benton County near I-82) is a busy Columbia River dam for barge tonnage. McNary serves as the link between Eastern and Western Washington. It is the closest dam to the meeting of the Columbia and Snake rivers. Goods coming up river (chiefly fuel products and fertilizer) are often unloaded and transported by truck or rail to local distribution sites in Eastern Washington and other states. At the same time, goods leaving Eastern Washington (grains, mostly wheat) are collected and barged out of the region.

*Economic Trends:*
Economic trends of the future may include the gradual return of major portions of the resources at the Hanford Site in Benton County. Land, water, and infrastructure resources would flow into the economy and regulatory authority of local jurisdictions. The past five years have also seen a steady growth in the area's agricultural economy, and the development of wind, water, and natural gas power generation sites. The proposed vitrification plant at the Hanford Site — capable of turning radioactive waste into stable glass "logs" suitable for long term storage — will employ more than 4,000 new employees by a 2005 projected peak. Waterborne transport will continue to play a vital and expanding role in the economy of the three-county region.

**BFWW Freight Facts:**

- 37% of freight trips originating in these south central counties have destinations within Eastern Washington; 23% travel to Western Washington, and 40% carry their loads out of state. *
- Pasco and Kennewick are the largest generators of freight truck traffic within the BFWW. *
- One tugboat and barge can move 3,500 tons of grain, the equivalent of 116 truckloads or 35 rail cars.

** Eastern Washington Intermodal Transportation Survey November 1995*




**Members:** Counties: *Benton, Franklin and Walla Walla;*

Cities: *Benton City, College Place, Connell, Kahlotus, Kennewick, Mesa, Pasco, Prescott, Prosser, Richland, West Richland, Waitsburg, and Walla Walla;*

Transit Agencies: *Ben Franklin Transit and Valley Transit;*

Ports: *Benton, Pasco, Kennewick, and Walla Walla;*

PUD: *Benton;*

Major Employers: *Battelle Memorial Institute, Bechtel Hanford, Inc., and Fluor Hanford, Inc.,*

State Agency: *WSDOT*

## Transportation Priorities:

Capacity Improvements in the Greater Tri-Cities Area:
The region's highways have shown continual growth, with 10-year traffic volumes increasing as much as 78 percent, or 6 percent per year. The major Tri-Cities commute uses the SR 240/Stevens Drive corridor and George Washington Way. Congestion along this corridor is made even worse by signals accomodating the cross traffic. As economic growth continues in the Tri-Cities, congestion will slow commuters and freight movement on US 395 and I-182.

Crossing the Yakima River on SR 240

| *BFWW Needs* | |
|---|---|
| ***Congestion Management projects:*** | |
| ***State Highways*** | ***$847.3 million*** |
| ***Aviation*** | ***$0.1 million*** |

Capacity improvement projects for the Tri-Cities area identified in both the WTP and the Regional Plan include:

- Widening SR 240 to six lanes from I-182 to US 395.
- Constructing an interchange at SR 224 (Van Giesen) on SR 240.
- Funding a corridor study of improvements on US 395 or an alternative route examining north-south travel through the Tri-Cities.

Farm to Market Needs:
Farm to market roads are subject to heavy truck usage and seasonal hauling restrictions, which compromise the efficient movement of freight and goods. US 12 is the main connection for much of Walla Walla County to the Ports of Pasco and Walla Walla and the interstate highway system. This two-lane facility with at-grade intersections and truck traffic — as high as 33 percent — experiences delays and creates safety concerns. SR 397 provides access to the Ports of Kennewick and Pasco on the west side of the Columbia, but connections to other roadways are indirect and limited.


Southbound US 12, crossing McNary Pool

| *BFWW Needs* | |
|---|---|
| ***Freight Movement projects:*** | |
| ***State Highways*** | ***$278.7 million*** |

Examples of projects submitted by WSDOT and the RTPO to address Farm to Market Needs include:

- Reconstructing US 12 from SR 124 to US 730 to a four-lane, divided highway.
- Constructing an interchange at the US 12/SR 124 intersection.
- Constructing approximately ten miles of new two-lane roadway, connecting SR 397 in the vicinity of Finley with I-82 at the Locust Grove interchange south of Kennewick.

Loading Grain on Barge in Tri-Cities

Re-opening of Stampede Pass Railroad Line:
Re-opening the Stampede Pass Railroad Line across the Cascades has impacted at-grade railroad crossings in the region, causing significant delays for highway freight and vehicles.

Examples of projects identified by the RTPO to minimize roadway delay caused by freight rail trips through the Tri-Cities area:

- Construct grade separation on SR 397 (Ainsworth Road) railroad crossing in the vicinity of 4th Avenue in Pasco.
- Construct grade separation at Edison Street in Kennewick.
- Construct grade separation at Columbia Center Blvd in Kennewick.

Breaching the Lower Snake River Dams:
The possible breaching of the dams on the lower Snake River would seriously impact the barge transportation system on the lower Columbia and Snake Rivers. The increased cost of transporting goods and commodities would affect consumers as well as farmers and manufacturers. Many more trucks would be hauling freight on the region's transportation network, increasing congestion and maintenance concerns.

Barge traffic on the Columbia River

In the event that the lower Snake River Dams are breached, BFWW RTPO and WSDOT identified the following needed projects:

- Four laning of US 730 from the Oregon state line to US 12.
- Improvements to US 12 and many at-grade railroad crossings due to increases in truck-hauled freight.
- Significant county road or rail line capacity improvements.

Transit, Bike and Pedestrian Transportation: Recent transit funding reductions have impacted the ability to deliver transit services in both urban and rural areas. BFWW RTPO is committed to integrating regional transit systems with other modes of transportation, to expanding intercity transit, and to evaluating the development of rural transit service for unserved communities. Additionally, the RTPO participates in and supports Ben Franklin Transit's efforts to encourage alternate modes of commuting.

Busy Park and Ride in the Tri-Cities

Examples of projects submitted by the RTPO to improve transit, bike, and pedestrian transportation include:

| ***BFWW Needs Congestion Management projects:*** | |
|---|---|
| ***State-Interest Facilities*** | |
| ***Bike & Pedestrian*** | ***$0.4 million*** |
| ***Transit*** | ***$5.7 million*** |

- Construction of a new transit center at Columbia Center.
- Continued investments in public transportation systems to increase existing services, particularly vanpools.
- Provide sidewalks or walkway connectors to transit stops.

**BFWW Transportation Facts:**

- In 2000 Ben Franklin Transit had 133 vanpools in operation and provided 574,000 passenger trips. By 2007 they are expected to expand the fleet to 218 vanpools. The transit agency is also beginning to replace some commuter bus routes with vanpool service as a result of decreased motor vehicle excise tax funds.
- Between 1990 and 2000, population grew in Benton County by 26.6%, in Franklin County by 31.7%, and Walla Walla County by 13.9%, while overall population in Washington increased by 21.1%.
- Ridership on the Ben Franklin Transit system increased 49% from 1993 to 1999. Currently annual boardings are approaching 5,000,000.
- In 1998, there were 2,880,532 vehicle miles traveled in the three-county region.

## NORTH CENTRAL REGIONAL TRANSPORTATION PLANNING ORGANIZATION (NCRTPO)

The North Central Regional Transportation Planning Organization (NCRTPO) area includes all of Chelan, Douglas, and Okanogan Counties, and a portion of the Colville Confederated Tribes. This region of vast contrasts contains snow-capped mountains and valleys of orchards, cattle ranches and agricultural cropland; urban centers and rural communities; high deserts and rivers and lakes. This region is known for its world-class fruits and vegetables, hydroelectric power production, and its variety of year-round recreational opportunities.

Tower Mountain from SR 20 North Cascades Highway.

Chelan Falls vicinity across the Columbia River.

*Major Transportation Facilities:*
NCRTPO has various principal transportation facilities that provide vital access into, out of, and within the region. State Route 97 is a significant international route that connects Eastern British Columbia with the major cross-Cascade routes. The Odabashian Bridge and Blewett Pass provide vital links from I-90 to the north/south US 97 traffic. State Route 28 connects the greater Wenatchee urban center with I-90. State Route 20, across the North Cascade passes, links the region's communities with Western Washington and British Columbia. State Route 2 provides an additional link to Puget Sound communities through Stevens Pass. The LINK transit system serves Chelan and Douglas Counties. Pangborn Memorial Airport is located in East Wenatchee and is vital to air travel in the region.

*Demographics:*
The population of this three-county RTPO was 138,783 in 2000. This represents 2.4 percent of the state population.

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Chelan County: | 66,616 | 22.8 | $33,882 |
| Douglas County: | 32,603 | 17.9 | $35,999 |
| Okanogan County: | 39,564 | 7.5 | $27,453 |

**NCRTPO Freight Facts:**

- The average daily freight hauled on State Route 2 is 4,746 tons — wood and lumber products make up 45% of total tonnage.
- The average daily freight hauled on State Route 20 is 1,370 tons.
- The average daily freight hauled on State Route 97 is 1,596 tons.

*Eastern Washington Intermodal Transportation Study November 1996 (Note: the freight flows have dramatically changed since this report, see Freight Movement section for more information)*

*Freight Movement:*
It is estimated that NAFTA commodity trade on the state's highways will increase 30 percent in the years 1998-2005. Almost 70 percent of this trade will not have an origin or destination in Washington State (Source: *Highway 97 Corridor Border Region Coalition*). This pattern puts a premium on through routes like US 97. In fact, US 97 has a higher highway pavement damage coefficient than I-5 and US 395. The damage per ton-miles to US 97 is seven times greater than I-5 and 50 percent greater than US 395 (Source: *WSU EWITS Research Report #25, November 1998*). Recognizing that a rapid increase of freight traffic between British Columbia and the United States is occurring, US 97 was recently upgraded to a Strategic Freight Corridor status.

*Truck Freight* — Truck traffic in Okanogan, Chelan, and Douglas County region is closely tied to the fruit industry. Wenatchee is the center of fruit packing and shipping within this three-county area and the main generator of truck trips. The main destinations for trucks from this region are evenly distributed between Eastern Washington, Western Washington, and out of state. The majority of truck trips utilize US 97.

*Rail Freight* — The types of freight moved by rail include express intermodal trailers and containers, manufactured goods and merchandise, farm and food products.

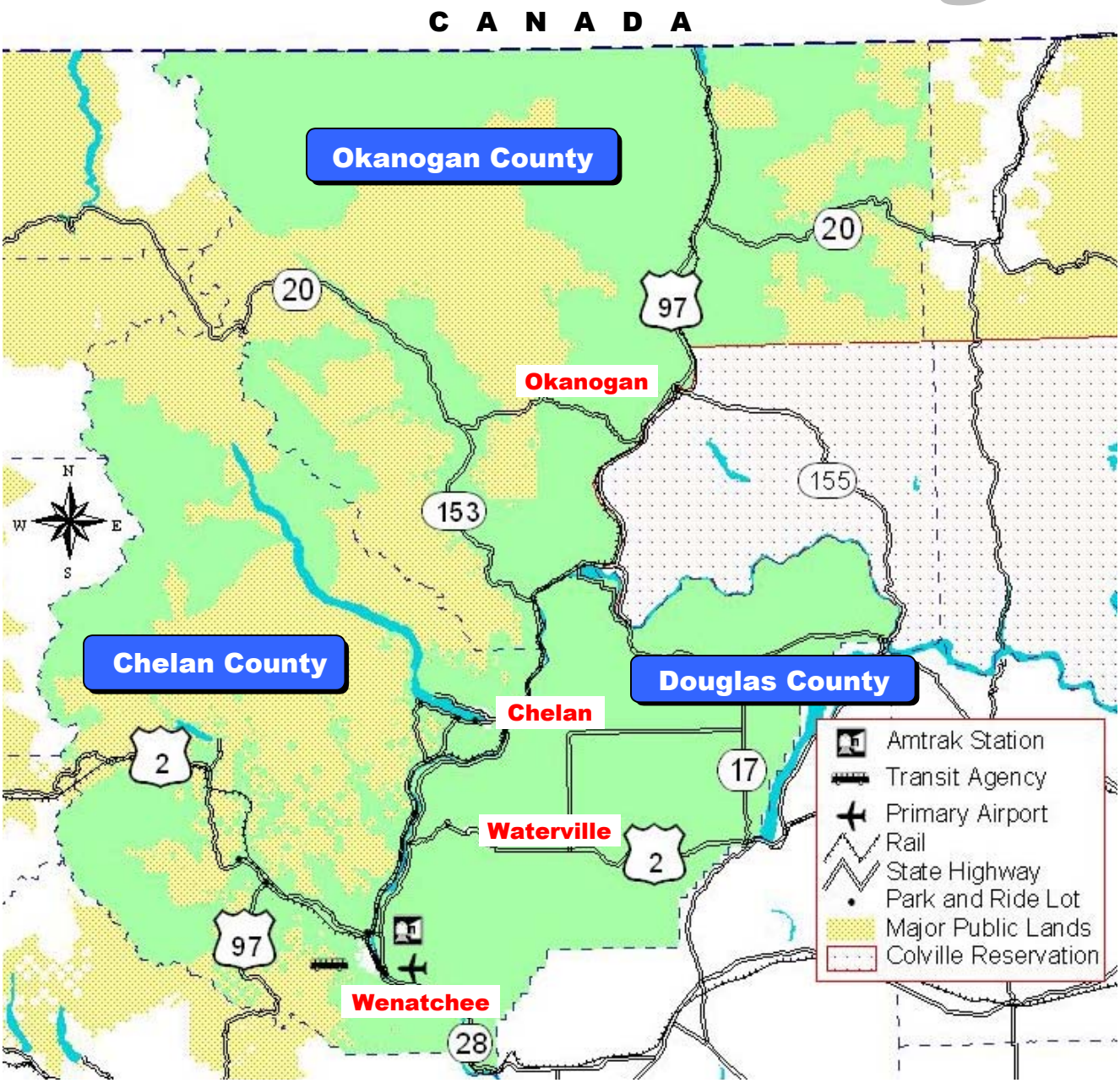
Railroad lines serving this region are: Burlington Northern Santa Fe, Cascade and Columbia River Railroad. Amtrak provides passenger service.

*Economic Trends:*
The North Central region's economy is largely based on agriculture. A downturn in the fruit market has negatively impacted the agricultural industry in the region. Investments in the regional transportation system will potentially reduce transportation costs, which can lead to tremendous benefits for both producers and consumers that can be felt throughout the regional economy.

Red Delicious apples ripening on the tree.

**NCRTPO Transportation Facts:**

- Between 1970 and 1997 population grew 57%, while registered vehicles increased 114%.
- Between 1990 and 1997 population grew 18%, employment 18% and vehicle miles traveled grew 26%.




**Members:** Counties: *Chelan, Douglas, and Okanogan;*

Cities: *Brewster, Bridgeport, Cashmere, Chelan, Conconully, Coulee Dam, East Wenatchee, Elmer City, Entiat, Leavenworth, Mansfield, Nespelem, Okanogan, Omak, Oroville, Pateros, Riverside, Rock Island, Tonasket, Twisp, Waterville, Wenatchee, and Winthrop;*

Transit Agencies: *Link and Okanogan PTBA,*

Ports Districts: *Port of Chelan County and Port of Douglas County;*

Tribal Nations: *Colville Confederated Tribes*;

State Agency: *WSDOT*

## Transportation Priorities:

US 97:
US 97 is a vital North/South freight and tourism route that directly serves all three NCRTPO counties. It is also a major through route that serves the increasing population and trade between Canada, United States and Mexico.

| *NCRTPO Needs* *Freight Movement projects:* | |
|---|---|
| *State Highways* | *$39.1 million* |

US 97 poses several year-round challenges to freight haulers and tourists, which include:

| *NCRTPO Needs* *Congestion Management projects:* | |
|---|---|
| *State Highways* | *$696.1 million* |

- High summer and winter congestion due to tourist traffic.
- Few passing opportunities on Blewett Pass lead to slow-moving traffic behind freight and recreational vehicles. Accidents also occur while frustrated drivers take unnecessary risks to pass at unsafe locations.
- Locations like US 2/US 97 intersection are unsafe due to the high traffic volumes and conflicting turning movements.

The NCRTPO recognizes that US 97 is extremely important to the region's economy and has placed a high priority on projects that maintain the efficiency and safety of the corridor. Some of the projects of high priority are:

- Interchange at US 2/US 97 at the Big Y improvement project.
- The addition of passing lanes on US 97 through Blewett Pass.

| *NCRTPO Needs* *Operations, Maintenance, Preservation & Special Needs projects:* | |
|---|---|
| *State-Interest Facilities* | |
| *Aviation* | *$4.7 million* |
| *Transit* | *$175.1 million* |

The NCRTPO also continues to support efforts like the multi-national Highway 97 Border Region Coalition.

| *NCRTPO Needs* *Congestion Management projects:* | |
|---|---|
| *State-Interest Facilities* | |
| *Transit* | *$37.6 million* |

SR 28:
A study conducted by Washington State University demonstrates the economic impacts the transportation industry has on the Eastern Washington economy. The study concludes that more than 75 percent of manufacturing firms in the region rely on motor freight to deliver or receive products. For firms in Eastern Washington, 43 percent of manufacturing firms and 54 percent of the retail/service firms indicated that locating near an interstate highway was an important factor in their location decision.

Because the region is not connected to an interstate highway by a 4-lane highway, it is experiencing a competitive disadvantage in attracting new industry and retaining its existing industry. The efficiency of the region's transportation system is also degraded by winter traveling conditions in the passes. Due to heavy snowfall, it is not uncommon to experience pass closures. The only route that connects the region to the west that does not traverse a mountain pass is SR 28 to I-90.

Some of high priority projects identified by the NCRTPO to address these problems are:

- Obtain the needed resources for the implementation of the preferred alternative that will arise from the Eastside Corridor Environmental Impact Study (EIS).
- Increase SR 28 to four lanes from the Grant Road/SR 28 intersection to I-90.

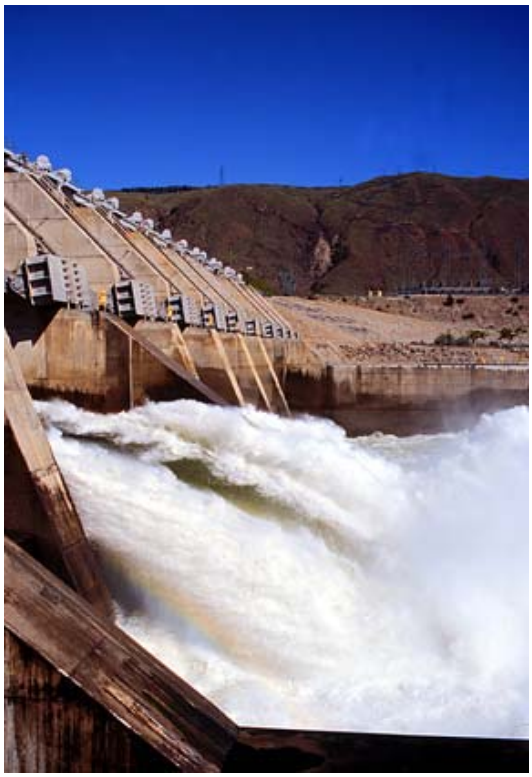
Rural Character and Economic Opportunities:
Agriculture, recreation, and tourism make up a large portion of the region's economy. With the loss of agricultural jobs and revenue, the region needs to diversify the economy and ensure that freight can be moved effectively within the major corridors of the region.

The Puget Sound population is increasingly utilizing the abundance of year-round recreational opportunities in the region. US 2, a major gateway into the region, is experiencing an increasing amount of congestion throughout the corridor. Investments in the region's transportation system will provide the potential for increased tourism.

Wheat Country on the Columbia Plateau

Some strategies identified by the NCRTPO to enhance the region's ability to improve the economy include:

- Continued research to address issues and initiatives that could include highway branding, promotion, infrastructure development, and border crossing issues.
- Further research and implementation of freight and tourist movement alternatives that utilize railways and airports.



Spillway at Rocky Reach Dam

Transit, Bike and Pedestrian Transportation:
The region recognizes the importance of transit, bike and pedestrian facilities and continues to make investments in them, including the Apple Capital Loop Trail. Some of the priorities in the region include safe routes to schools and major public facilities, connections to existing pathways, improving sections of roadways with less than desirable side of the road shoulder room, and improving connections from residential areas to transit stops.

Examples of projects submitted by the RTPO:

- Connecting the Apple Capital Loop Trail to US 97 Alternate.
- Construction of a pedestrian bridge in Omak that crosses the Okanogan River and connects the fairgrounds to a major shopping district.
- Sidewalk, curb, and safe roadway crossings from neighborhoods to schools and essential public facilities located in several communities.


Washington State
Department of Transportation

## NORTHEAST WASHINGTON REGIONAL TRANSPORTATION PLANNING ORGANIZATION (NEW RTPO)

NEW RTPO is the lead transportation planning agency for this three-county (Ferry, Stevens & Pend Oreille) area that covers 6,082 square miles. The sparsely populated rural counties border British Columbia to the north, Idaho to the east, Okanogan County to the west and the greater Spokane area to the south.

US 395 bisects the Chewelah Valley in Stevens County, providing an essential transportation link for the agricultural and logging communities of Chewelah, Colville and Kettle Falls.

*Major Transportation Facilities:*
The region's significant transportation facilities are US 395, SR 20 and SR 21. US 395 from Spokane to the Canadian boarder at Laurier has been identified as a High Priority Corridor in the federal Intermodal Surface Transportation Efficiency Act (ISTEA) and is named as a route on the National Highway System, which is the top priority classification for highways in the country. US 395 is important to the economy of Northeastern Washington. The highway forms a trade route linking the City of Spokane to Stevens, Ferry and Northern Pend Oreille counties as well as a large area of southeastern British Columbia.

*Demographics:*
The population of NEW RTPO was 59,058 in 2000. This represents 1 percent of the state population.

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Ferry County: | 7,260 | 3.3 | $30,427 |
| Pend Oreille County: | 11,732 | 8.4 | $29,599 |
| Stevens County: | 40,066 | 16.2 | $32,387 |

*Freight Movement:*

Ferry and Pend Oreille Counties are heavily dependent on the lumber, paper, and manufactured wood products. Most of the freight traffic is related to these industries.

*Truck Freight* — Thirty-nine percent of truck trips in the region are destined for Spokane. An additional 34 percent of truck trips are headed out of state. Idaho cities are the most frequent out-of-state termination point. Only 13 percent of the region's truck traffic ends up in Western Washington. The region's heaviest truck traffic (66 percent) stays within the state and follows US 395 north/south and SR 20 east/west.

Flowery Trail Road, in Stevens County, serves 49 Degrees North, a major skiing and recreational destination. It also provides an important east/west connection between US 2 and US 395. The road is currently undergoing major improvements.

*Rail Freight* — The types of freight moved by rail include paper, coal, lumber and wood products.

**NEW RTPO Freight Facts:**

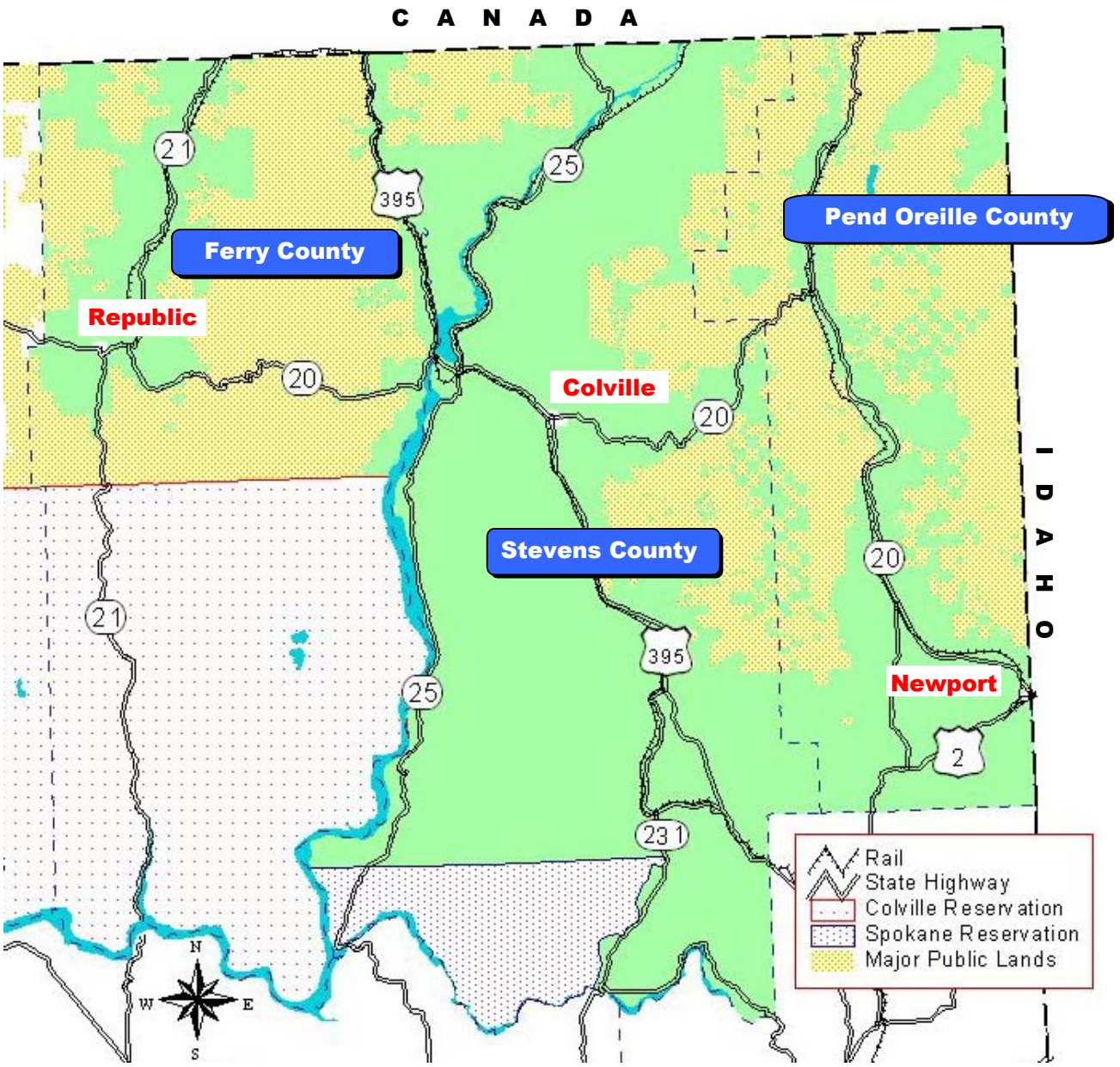
- The bulk of the freight truck trips originating from this region have destinations in Spokane and Idaho.
- Colville and Kettle Falls are the largest generators of freight truck traffic within the NEW RTPO.

*Eastern Washington Intermodal Transportation Survey November 1995*

Railroad lines serving this region are: Burlington Northern Santa Fe and Pend Oreille Valley Railroad.

**NEW RTPO Transportation Facts:**

- Between 1970 and 1997 population grew 106%, while registered vehicles increased 178%.
- Freight traffic is growing at about 3% annually on major roads and general traffic at the rate of 5% in many urban locations.




**Members:** Counties: *Ferry, Pend Oreille, and Stevens;*

Cities: *Colville, Chewelah, Kettle Falls, Newport, and Republic;*

Towns: *Ione, Metaline, Metaline Falls, Northport, Marcus, and Springdale;*

Ports: *Port of Pend Oreille;*

Tribal Nations: *Confederated Tribes of the Colville Reservation, and Spokane Tribe;*

State Agency: *WSDOT*

## Transportation Priorities:

Freight Movement: There are conflicts between the need to get freight to Spokane and the needs of smaller communities, who are being bypassed and want to revitalize their downtown areas. Freight movement is an issue on US 395 that serves as an international gateway for goods to and from Canada. The corridor is also a recreational corridor that causes conflicts with freight haulers.

Examples of projects identified by the NEW RTPO to address this issue are:

- SR 291 Bypass route from Stevens County line to Swenson Road.
- SR 20 and US 2 Corridor Management Plans.
- Repair Blue Slide railroad tunnel.

***NEW RTPO Needs***
***Freight Movement projects:***

| | |
|---|---|
| ***State Highways*** | ***$42.1 million*** |

US 2 winds its way through picturesque Shadow Valley in Pend Oreille County. This portion of US 2 is a major freight link between Spokane and numerous communities in Northern Idaho and Western Montana, as well as Canada.

Congestion Management: Of critical concern to the region is the need to ensure that incremental improvement of US 395, in the form of additional lanes, truck climbing lanes, and intersection channelization, occurs in a timely manner to improve safety and traffic flow.

***NEW RTPO Needs***
***Congestion Management projects:***

| | |
|---|---|
| ***State Highways*** | ***$110.9 million*** |

An example of projects identified by the NEW RTPO to address this issue is:

- US 395 Colville Alternative Truck Route.

## PALOUSE REGIONAL TRANSPORTATION PLANNING ORGANIZATION (PALRTPO)

The three-county region served by the Palouse Regional Transportation Planning Organization is located in the far southeast corner of Washington. The sparsely populated rural counties — Asotin, Columbia and Garfield — are bordered on the north and the east by the Snake River Canyon, and to the south by Oregon. The Blue Mountains stretch across the Oregon-Washington border, limiting road access throughout the southern part of this region. The Umatilla National Forest covers 482 square miles (or 22 percent) of the three-county region.

Harvesting grain in the Palouse region


Port of Wilma — north of Clarkston along the Snake River

*Major Transportation Facilities:*
The geology of the area dictates much of the transportation system. US 12 and the Snake River are the region's two major transportation facilities. North-south travel is cumbersome. Travelers headed to Northeast Oregon use SR 129. SR 261 and SR 127 connect to northbound highways. SR 128 provides another connection to Idaho from Clarkston and SR 193 connects to the Port of Wilma to the north.

*Demographics:*
The population of the three-county RTPO was 27,012 in 2000. This represents 0.46 percent of the state population. Each of the counties has a higher population of people 65 years and older than the state average of 11.2 percent: Asotin (16.3 percent) and Columbia (18.5 percent) and Garfield (20.9 percent).

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Asotin County: | 20,551 | 32.4 | $31,753 |
| Columbia County: | 4,064 | 4.7 | $32,009 |
| Garfield County: | 2,397 | 3.4 | $32,363 |

*Freight Movement:*
Freight moves in and out of the far southeast corner of Washington State either on a river barge or in a truck on one of the few highways in this region. The economy of each of these counties is closely tied to wheat and other small grain industries. Dayton and Clarkston are the most frequent origins of truck trips.

The Blue Mountain Railroad serves this region. The types of rail freight that travel along rail lines are primarily farm and food products.

**PalRTPO Freight Facts:**

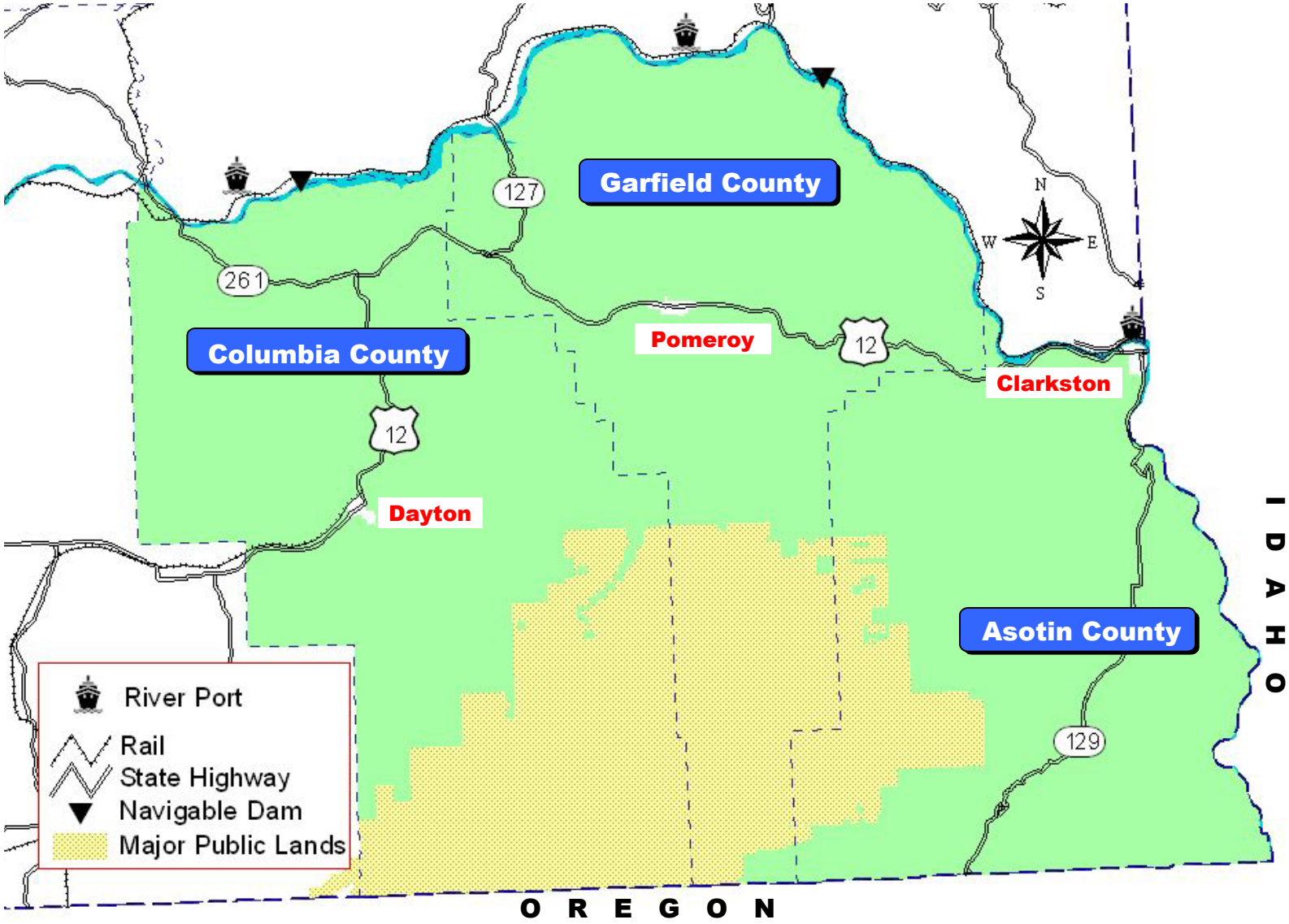
- Approximately 1/3 of trucks trips originating in this area are headed for Eastern Washington locations. *
- Barges from the Port of Lewiston, near Clarkston in Idaho, travel 465 miles to Astoria, on the Pacific Coast.

**Eastern Washington Intermodal Transportation Survey November 1995*

Spacious skies and amber waves of grain in Eastern Washington

*Economic Trends:*
The economy of the Palouse region is heavily dependent on agriculture. The river and road systems are a vital part of the economy. Population trends show only one of the three counties growing in numbers in the recent years. Local efforts are encouraging freelance professional knowledge-workers to relocate to the beautiful but isolated Palouse. These professionals would rely on electronic links to the "rest of the world," while enjoying the relaxed life style of rural Southeastern Washington.

***Members:*** Counties*: Asotin, Columbia, and Garfield;*
Cities*: Pomeroy, Clarkston, and Dayton;*
Ports*: Clarkston, Columbia, and Garfield;*
State Agency*: WSDOT*


Garfield County
Columbia County
Asotin County
Pomeroy
Clarkston
Dayton
127
261
12
12
129
N
W
E
S
River Port
Rail
State Highway
Navigable Dam
Major Public Lands
I D A H O
O R E G O N

## Transportation Priorities:

US 12:
US 12 is the only east-west route serving these rural counties. The two-lane roadway has sections of narrow shoulders and lanes less than 12 foot in width. Significant numbers of trucks travel these roadways daily. There are safety concerns at numerous non-channelized county road intersections. At intersections in the urban area of Clarkston, there is a mix of through traffic and local access competing for the roadway.

| *PalRTPO Needs Congestion Management projects:* | |
|---|---|
| *State Highways* | *$36.7 million* |

Examples of projects submitted by the RTPO to address this issue include:

- Widening the corridor to 12-foot lanes with a minimum of four-foot shoulders.
- Funding a study to look at the US 12 corridor through Clarkston and the connection with SR 129 — including the SR 129/Fleshman Way/Southway Bridge connection.
- Providing left turn channelization at Cameron Street in Dayton, Tatman Mountain Road, Brown Gulch Road, Clayton Road, and similar county road intersections on US 12.

Breaching the Lower Snake River Dams:
The possible breaching of the dams on the Lower Snake River would eliminate the Snake River as a means of moving goods to and from this rural region. The increased cost of transporting goods and commodities in trucks on the roadways would affect consumers as well as the farmers and manufacturers. Many more trucks would be hauling freight on the region's transportation network, increasing congestion and maintenance concerns.

Tugboat on the Snake River

WSDOT and the Palouse RTPO have not identified any specific projects in the event of the dam breaching. Inability to ship goods and commodities on the Snake River system would place great stress on the existing roadway network. Numerous significant roadway improvements would be necessary in the event that the dams were breached.


Loading grain in Columbia County

Farm-to-Market Access:
Some regional roads are subject to heavy truck use and seasonal restrictions due to weight restrictions, compromising the ability to move freight and goods efficiently. All-weather surfacing of highways will improve freight movement in the region. Additionally, barge transportation moves a large amount of goods in and out of this region. Highway access to the ports should be improved.

Examples of projects submitted by the RTPO to provide improvement for Farm to Market roads include:

- Rebuild foundation and surfacing to provide all-weather roadway for Tucannon Road, McKay/Kellogg Road, and similar roads in the region.
- Reconstruct SR 261 roadway from US 12 to Lyon's Ferry to provide all-weather surfacing.
- Construct a new port access road from US 12 in Pomeroy to the Port Industrial Park.

| *PalRTPO Needs*<br>*Freight Movement projects:* | |
|---|---|
| ***State Highways*** | ***$62.2 million*** |

Grande Ronde River in Southeast Asotin County

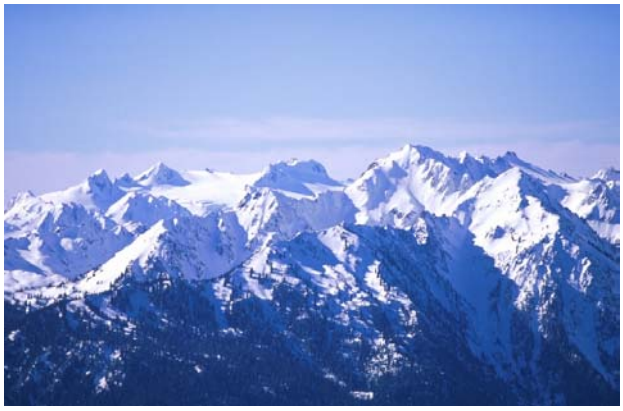
## PalRTPO Transportation Facts:

- Between 1970 and 1997 population grew 25%, while registered vehicles increased 61%.
- Between 1990 and 1997 population grew 10%, employment 24% and vehicle miles traveled actually decreased -1%.
- Between 1983 and 1993 there was a 270% increase in tons of commodities (more than 80% grain) shipped through area locks. In 1993 it would take 365,500 truckloads to accomplish the same movement of grain.


Washington State
Department of Transportation

## PENINSULA REGIONAL TRANSPORTATION PLANNING ORGANIZATION (PRTPO)

The Peninsula Regional Transportation Planning Organization (PRTPO) represents four counties — Clallam, Jefferson, Kitsap,* and Mason Counties. The area is characterized by the Olympic National Park, historic small towns, forests, an alpine mountain range, the only rain forest in the contiguous United States, managed timber areas, rivers, bays, ocean shorelines, and the Strait of Juan de Fuca. The PRTPO — covering 4,190 square miles — is located in the northwest corner of Washington State. The peninsula reaches farther out into the North Pacific than any other point of the lower 48 states.



Olympic Mountains

Photograph from Woldfrom theWeb.com

Pacific Ocean & coastline from Rialto Beach

*Major Transportation Facilities:*

The geology of the area limits access to and from the Peninsula to three significant transportation facilities: SR 104 (including the Hood Canal Floating Bridge), US 101 Loop, and SR 3. Other critical facilities and services in this region are the four counties' transit systems, eight Washington State Ferry (WSF) routes, and the privately-owned Blackball ferry route linking Port Angeles to Victoria, B.C. SR 16, including the Tacoma Narrows Bridge located just outside the PRTPO area, also provides a critical link to the Kitsap and Olympic Peninsulas. More than 15,000 vehicles cross the Hood Canal Bridge every weekday and nearly 20,000 cross on weekend days.

*Demographics:*

The population of this four-county RTPO was 371,852 in 2000. This represents 6.3 percent of the state population. In Clallam (21.3 percent) and Jefferson (21.1 percent) Counties the 65 years and older population is nearly twice the state average of 11.2 percent.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Clallam County: | 64,525 | 37.1 | $34,376 |
| Jefferson County: | 25,953 | 14.3 | $35,373 |
| Kitsap County: | 231,969 | 585.8 | $43,492 |
| Mason County: | 49,405 | 51.4 | $35,419 |

*Note: Kitsap County is a member of both PSRC and the Peninsula RTPO. Located between the Olympic Peninsula and the metropolitan Central Puget Sound region, Kitsap County provides a significant access corridor between these two areas. Additionally, many Kitsap residents who commute to the Seattle metropolitan area are affected by PSRC's transportation planning.

*Freight Movement:*

The regional economy is heavily dependent on the logging and tourism industries. The primary economic exports are wood and paper products, construction equipment, and recycled materials.

**PRTPO Freight Facts:**

- More than 80% of the freight truck trips originating from these coastal counties have destinations within Western Washington.
- The Port Angeles/Sequim area, Shelton, and Port Townsend are the largest generators of freight truck traffic within the PRTPO.

*Eastern Washington Intermodal Transportation Survey November 1995*

*Truck Freight* — Trucks are the main form of freight movement in the area and the majority of truck trips support the area's timber-based economy and the needs of the local population. Seattle is the most frequent city destination (11 percent of truck trips), but wood and paper processing facilities in Port Angeles, Longview, Aberdeen, and other Western Washington communities are the main driver of local truck transportation needs. Only 18 percent of truck trips originating from the coastal region are intended for out-of-state destinations — most of these are intended for factories or distribution centers located in Portland or other Oregon communities. Freight truck connections are closely tied to the I-5 corridor, with US 12, US 101, and SR 104 providing the key connecting highways for most of this region's communities.

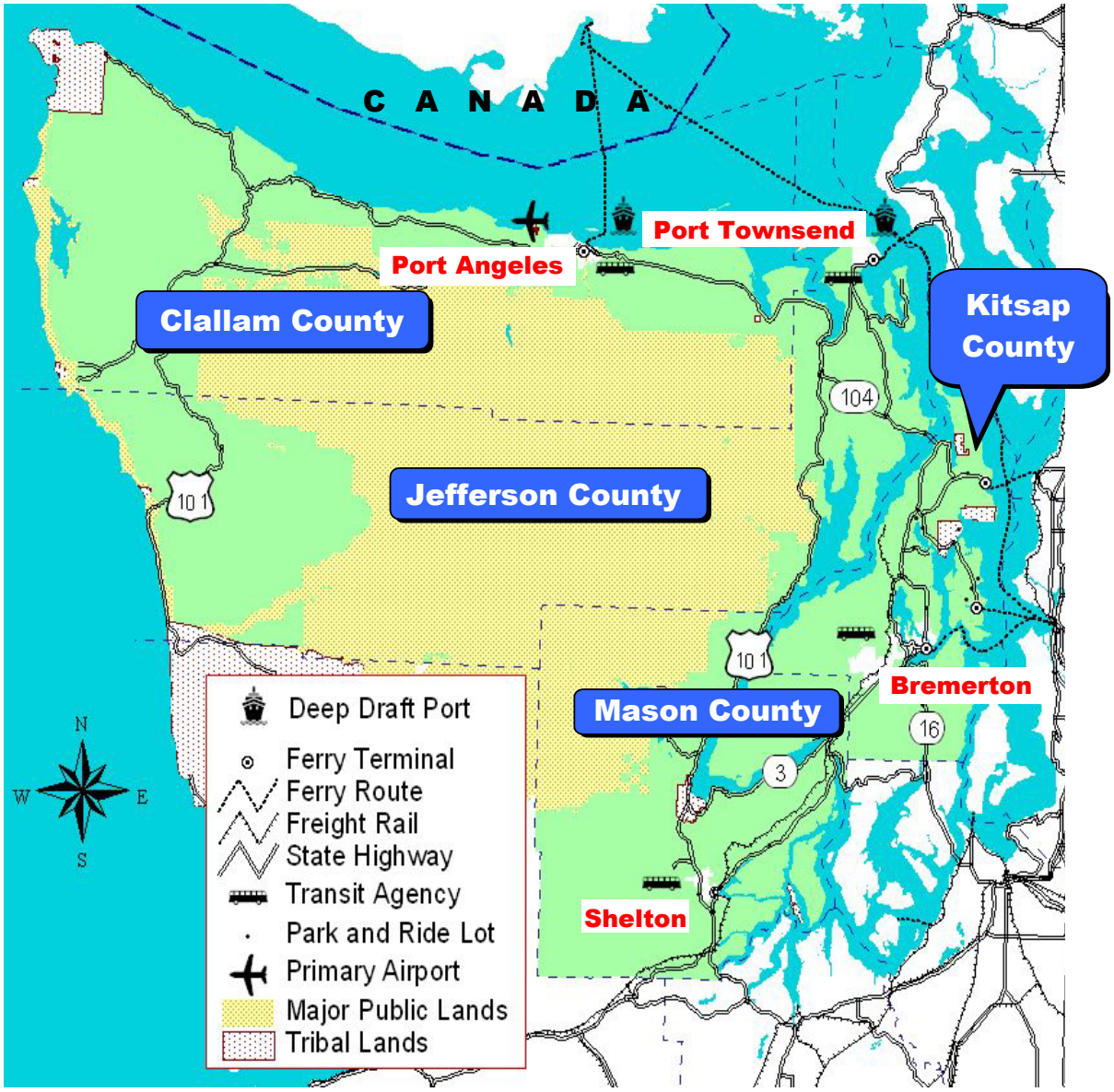
*Rail Freight* — The Puget Sound and Pacific Railroad provides rail service to the PRTPO. The types of transported freight are lumber products and United States Navy equipment.

*Economic Trends:*

Economic trends of the future may include increased business and employment as a result of advances in telecommunications. The PRTPO would like to diversify its economy and attract businesses and new employment centers to the area. Sequim supports a growing retirement community that relies heavily on medical services in the Puget Sound area — necessitating ferry service, a reliable link from the peninsula to the rest of Western Washington. Telemedicine programs — live video consultations with rural providers — are available to Kitsap County and may expand to serve Clallam County.

**PRTPO Transportation Facts:**

- Between 1970 and 1997 population grew 120%, while registered vehicles increased 189%.
- Between 1990 and 1997 population grew 21%, employment 10% and vehicle miles traveled grew 36%.
- Vehicle ridership on Cross-Sound ferry routes grew 23% between 1988 and 1993, while passenger ridership increased 17%.
- Between 1980 and 1990 the annual number of visitors to Olympic National Park increased by 49%.
- Clallam Transit currently has 6 vanpools in operation with plans to purchase 12 more.
- Jefferson Transit Authority currently has 7 vanpools.
- Kitsap Transit currently has 65 vanpools.
- Mason County Transportation Authority currently has plans to purchase 8 vanpools for their start-up program in 2002.




**Members:** Counties: *Clallam, Jefferson, Mason, and Kitsap;*

Cities: *Bainbridge Island, Bremerton, Forks, Port Angeles, Port Orchard, Port Townsend, Poulsbo, Sequim and Shelton;*

Transit Agencies: *Clallam Transit System, Jefferson Transit Authority, Mason County Transit Authority, and Kitsap Transit;*

Ports: *Bremerton, Port Angeles, Port Townsend, and Shelton;*

Tribal Nations: *Hoh Tribe, Jamestown S'Klallam Tribe, Lower Elwah Klallam Tribe, Makah Tribe, Port Gamble S'Klallam Tribe, Quileute Tribe, Quinalt Nation, Skokomish Tribe, Squaxin Island Tribe and Suquamish Tribe;*

State Agency: *WSDOT*

## Transportation Priorities:

SR 104 The Hood Canal Floating Bridge: The SR 104 Hood Canal Bridge is consistently cited as the number one regional transportation priority. Access is severely limited without this link. Recognition of the bridge's importance to the region has been high since the west half of the bridge sank in 1979. The bridge was reopened in 1982, but the remaining east half is aging. Due to the regional significance of maintaining this bridge, funds have been identified to replace the east half by 2007.

State Route 104 – Hood Canal Bridge looking west

| *PRTPO Needs* *Congestion Management projects:* | |
|---|---|
| ***State Highways*** | ***$777.2 million*** |
| ***Ferry*** | ***$15.4 million*** |

Hood Canal Bridge projects identified in both the WTP and the Regional Transportation Plan are:

- East Half Replacement before the end of the decade.
- Continued bridge maintenance and preservation.
- Hood Canal Bridge multi-modal improvements (park-n-ride lots, bike facilities).
- Widening Hood Canal Bridge from 2 lanes to 4 lanes — providing a more reliable link to the rest of Puget Sound.

US 101: This scenic, 350-mile winding loop around the Olympic Peninsula is an essential transportation facility that provides critical access between coastal and rural communities on the Peninsula and the Puget Sound. The Peninsula's rural economies rely on this route being open to traffic at all times.

US 101 poses seasonal challenges. In the summer, congestion results from vacationers and recreational vehicles competing with local traffic and logging trucks. In the winter, communities have been isolated by landslides, rock falls, and debris flows that shut down the road. The statewide maintenance program addresses this concern for emergency response to slides and other failures on US 101.


US 101 near Lilliwaup in Mason County, Spring 1999

Examples of projects submitted by the RTPO to address this issue include:

| *PRTPO Needs* | |
|---|---|
| ***Operation, Maintenance, Preservation & Special Needs Transportation projects:*** | |
| ***Aviation*** | ***$7.4 million*** |
| ***Transit*** | ***$222.0 million*** |

- Widening sections of US 101 from 2 lanes to 3 or 4 lanes for climbing lanes to increase access and mobility (Jefferson County).
- Improvements on the US 101 roadway to minimize erosion, landslides, debris flows, and rock falls (Mason, Jefferson & Clallam Counties).
- Safety solutions such as passing and turnout lanes.
- Completion of the US 101 Port Angeles Transportation Alternatives Study that examines freight and commuter transportation alternatives through downtown Port Angeles (Clallam County).

Rural Character and Economic Opportunities: The economy of the peninsula region is traditionally resource-based. However, this is changing. With the loss of resource-based jobs and revenue, the region needs to diversify the economy and ensure effective freight corridors. This necessitates maintaining, preserving, and enhancing the transportation infrastructure in the rural area, which will allow for increased economic opportunities, access to employment centers, and access to services.

| *PRTPO Needs* | |
|---|---|
| ***Freight Movement projects:*** | |
| ***State Highways*** | ***$279.5 million*** |

Examples of projects submitted by the RTPO:

- SR 117/US 101 Interchange — improves freight truck access (West Port Angeles).
- US 101 Simdars Interchange — improves the interchange to allow for multi-directional travel, improves freight access and access to business sites (Sequim).

Port Townsend to Keystone Ferry Route with Olympic Mountains

Ferry Service: Ferries provide an additional option for accessing the Seattle I-5 corridor, employment centers, medical services, and other destinations. Ferry service adds to the limited amount of transportation alternatives on the peninsula and increases the opportunities for economic development.

Examples of projects submitted by the RTPO:

- Addition of passenger-only ferry service between Port Townsend and Seattle.
- Addition of passenger-only ferry service between Kingston and Seattle.

Transit, Bike and Pedestrian Transportation: The PRTPO places a high priority on enhancing rural transportation movement with multimodal facilities and services. An example of a regional success is the Olympic Discovery Trail — a recreational and commuter oriented hiking, biking, and riding trail — that will connect Port Townsend and Forks, and eventually follow the entire US 101 loop.

| ***PRTPO Needs*** | |
|---|---|
| ***Congestion Management projects:*** | |
| ***State-Interest Facilities*** | |
| ***Bike & Pedestrian*** | ***$20.5 million*** |
| ***Transit*** | ***$10.1 million*** |

Examples of investments submitted by the RTPO:

- Investments in public transportation connections at transfer facilities (Clallam, Jefferson, Kitsap & Mason Counties).
- Investments in public transportation systems to sustain basic services or replace aging equipment (Clallam, Jefferson, & Mason Counties).
- Constructing trail segments and completing gaps in the Olympic Discovery Trail.

## PUGET SOUND REGIONAL COUNCIL (PSRC)

The Cascade Mountain Range from the Snoqualmie River in Monroe.

The Puget Sound Regional Council's (PSRC) area of responsibility is the four-county area comprising the Central Puget Sound region. These counties include King, Kitsap,* Snohomish, and Pierce, totaling 6,287 square miles. The region is located between the Cascade and Olympic mountain ranges and is bisected by Puget Sound. Largely surrounded by mountains and water, the region is further restricted by steep hills, numerous rivers and lakes, and other environmentally sensitive areas. The PSRC is also the Metropolitan Planning Organization (MPO) as designated by the governor to administer the federally required transportation planning process for a metropolitan area with a population of 50,000 or more.


State Route 16 - Tacoma Narrows Bridge

*Major Transportation Facilities:*
As the Central Puget Sound region is both the most populous and economically active area in Washington, there are numerous transportation facilities of considerable importance. Running in both north-south and east-west directions are Burlington Northern Santa Fe and Union Pacific rail lines carrying freight and passenger traffic. There are five local transit operators (King County – Metro; Kitsap County – Kitsap County Transit; Pierce County - Pierce County Transit; Snohomish County - Community Transit, also Everett Transit;) and one regional transit operator, Sound Transit. Sound Transit serves King, Pierce and Snohomish counties, but not Kitsap County. Within the four-county area connecting the west and east sides of Puget Sound are a total of six ferry routes, two of which provide faster passenger-only ferry connections. SeaTac International Airport is a major aviation facility connecting the state to other national and international cities.

The highway system has many state routes of vital importance to both person and freight movement. Interstate 5, which bisects Pierce, King, and Snohomish Counties, provides a critical north-south link to Canada and the Southwestern United States and Mexico. Interstate 90

*Note: Kitsap County is a member of both PSRC and the Peninsula RTPO. Located between the Olympic Peninsula and the metropolitan Central Puget Sound region, Kitsap County provides a significant access corridor between these two areas. Additionally, many Kitsap residents who commute to the Seattle metropolitan area are affected by PSRC's transportation planning.

provides the same essential highway connection to the eastern destinations. Interstate 405, originally constructed as a bypass for I-5, is now the major state highway serving all the growing jurisdictions east of Lake Washington (Bellevue, Renton, Kirkland, Redmond, etc.) and a significant amount of regional travel. There are also a large number of state-owned principal arterial roadways that are critical to the movement of people and freight in the region. Some of the most important include SR 16/SR 3 in Pierce and Kitsap Counties, SR 167 in King and Pierce Counties, SR 520, SR 99 and SR18 in King County, SR 522 in King and Snohomish Counties, and US 2 in Snohomish County.

*Demographics:*
Between 1960 and 2000, the region's population increased from 1.5 million to 3.2 million. More than half the population gain during this period (56 percent) was accounted for by net migration into the region. King County has the largest population in the four-county area and almost 30 percent of Washington's population. The region itself has almost 56 percent of the state's population located on only 9.45 percent of the state's area.

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| King County: | 1,737,034 | 817.0 | $51,300 |
| Kitsap County: | 231,969 | 585.8 | $43,492 |
| Pierce County: | 700,820 | 417.4 | $41,853 |
| Snohomish County: | 606,024 | 290.1 | $49,439 |

The major regional center and also the largest city in Washington is Seattle, located in the central portion of King County. There are four additional metropolitan centers, one in each of the four counties. They are Bremerton to the west in Kitsap County, Everett to the north in Snohomish County, Bellevue to the east in King County, and Tacoma to the south in Pierce County. Approximately 35 percent of the resident population lives in unincorporated areas; however, incorporation of the more densely populated portions of counties has been an emerging trend. Since 1990, 13 new cities have been formed and numerous annexations have occurred in the region, adding more than half a million people to cities and towns.

**PSRC Freight Facts:**

- More than 65% of the freight truck trips originating from this region have destinations within Western Washington.
- More than 3,000 truck trips per day originate from Seattle.

*Eastern Washington Intermodal Transportation Survey November 1995*

*Freight Movement:*
The Puget Sound region is a major North American gateway for trade with Pacific Rim countries. The region is also the heart of the state's trade infrastructure and is the cornerstone of our state's economic prosperity. In this region, freight movement will be a pivotal factor in our ability to stay competitive in the international marketplace. Without an efficient freight system, this region's economy and Washington's economy will falter, as competitive-minded corporations shift their manufacturing centers and transportation routes to other states with better facilities.

The Central Puget Sound region is not just a pass through stop for freight movement to or from the Pacific Rim countries. There is also a significant amount of locally grown and manufactured produce and goods that are carried to suppliers in other areas of the country. The Green River Valley in South King County and the North Duwamish industrial and manufacturing area in South Seattle are two vital freight movement locations. In addition, the ability of the Boeing

Company to stay competitive in this area rests heavily on the region's ability to move its manufactured airplane parts to other areas of the country.

*Truck Freight* — Roughly 65 percent of truck trips originating in this region are destined to stay in Western Washington. Approximately, 25 percent of truck trips originating from the region are headed out of state and another 11 percent are intended for Eastern Washington destinations. Many of those trips are empty container trips hauled back from Puget Sound port facilities to agricultural related facilities in Yakima, Ellensburg and Wenatchee.

*Rail Freight* — The types of freight transported on rail in the PSRC region are: intermodal trailers and containers, grain, manufactured goods and merchandise, and lumber and lumber products. Puget Sound is increasingly becoming dominated by containerized cargo shipment. Container fright movement is increasing, especially by rail for destinations beyond the Rocky Mountains. Container freight volume has grown to a level that now exceeds high weight cargo, such as grain and logs combined, and should continue to dominate Puget Sound traffic through 2020.

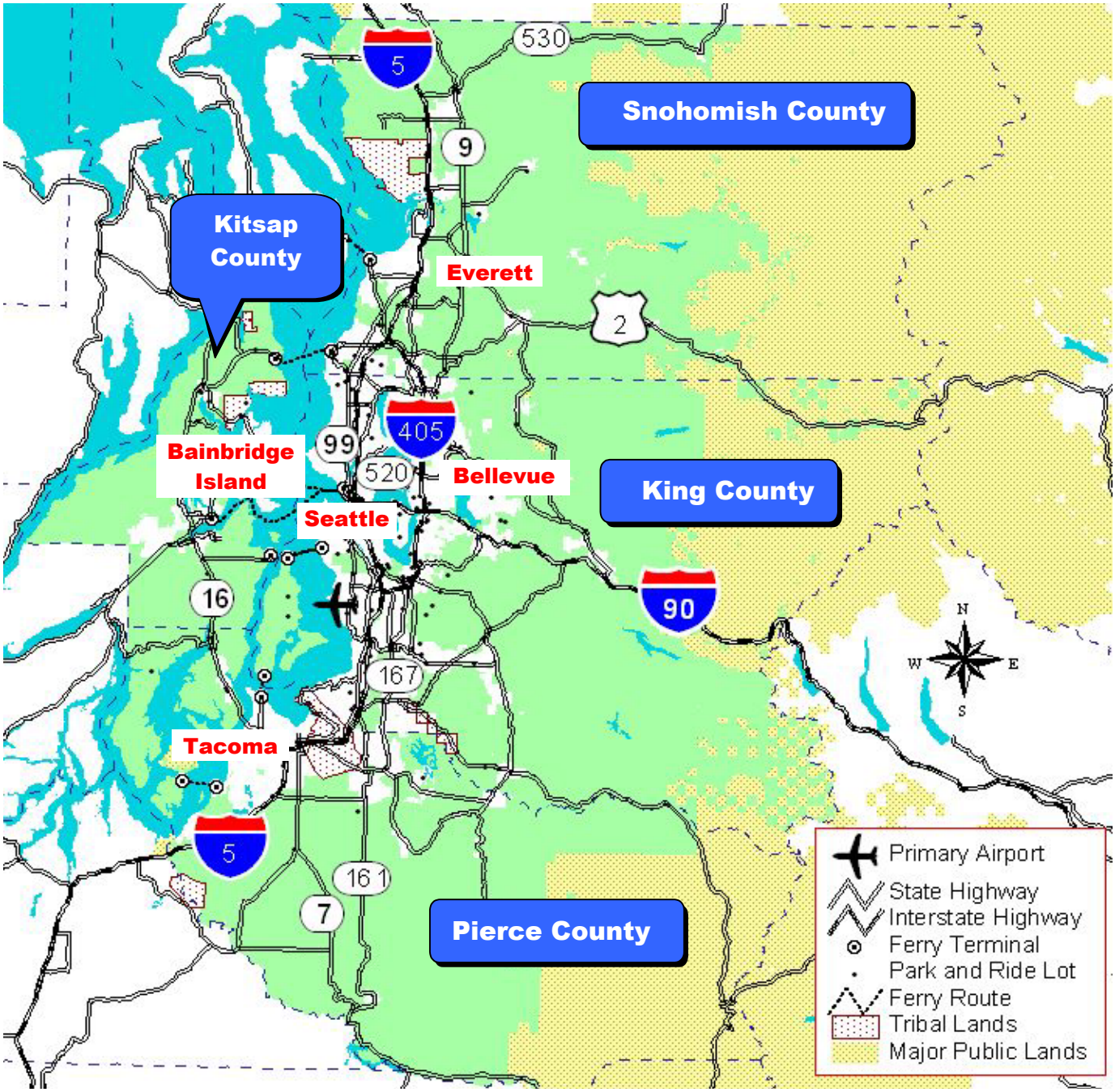
Railroad lines serving this region are: Burlington Northern Santa Fe, Union Pacific, Tacoma Rail Mountain Division, Tacoma Rail, Ballard Terminal and Meeker Southern. Amtrak and Sound Transit provide passenger service.

*Water Freight* — The Central Puget Sound's ports of Seattle and Tacoma together form one of the top three containerized cargo load centers in the Western Hemisphere. The majority of international waterborne cargo traffic shipped through Puget Sound ports has, historically, consisted of exports. Due primarily to decreases in forest products exports and increases in imported crude oil, however, the gap between imports and exports has been narrowing. Year 2000 import statistics were projected to exceed exports by a small margin. By the year 2020 imports are forecast to exceed exports by more than 22 percent. Domestic container traffic (in the Alaska and Hawaii trades) accounted for 27.1 percent of the TEUs (TEU – Twenty-foot Equivalent Unit, a common denominator for varying lengths of containers used in maritime transportation) moved through Seattle and Tacoma in 1997. International container traffic levels for Seattle and Tacoma are forecast to grow 4.3 percent per year from 1998 to 2020, while domestic trade is forecast to grow 1.5 percent per year for that same period.

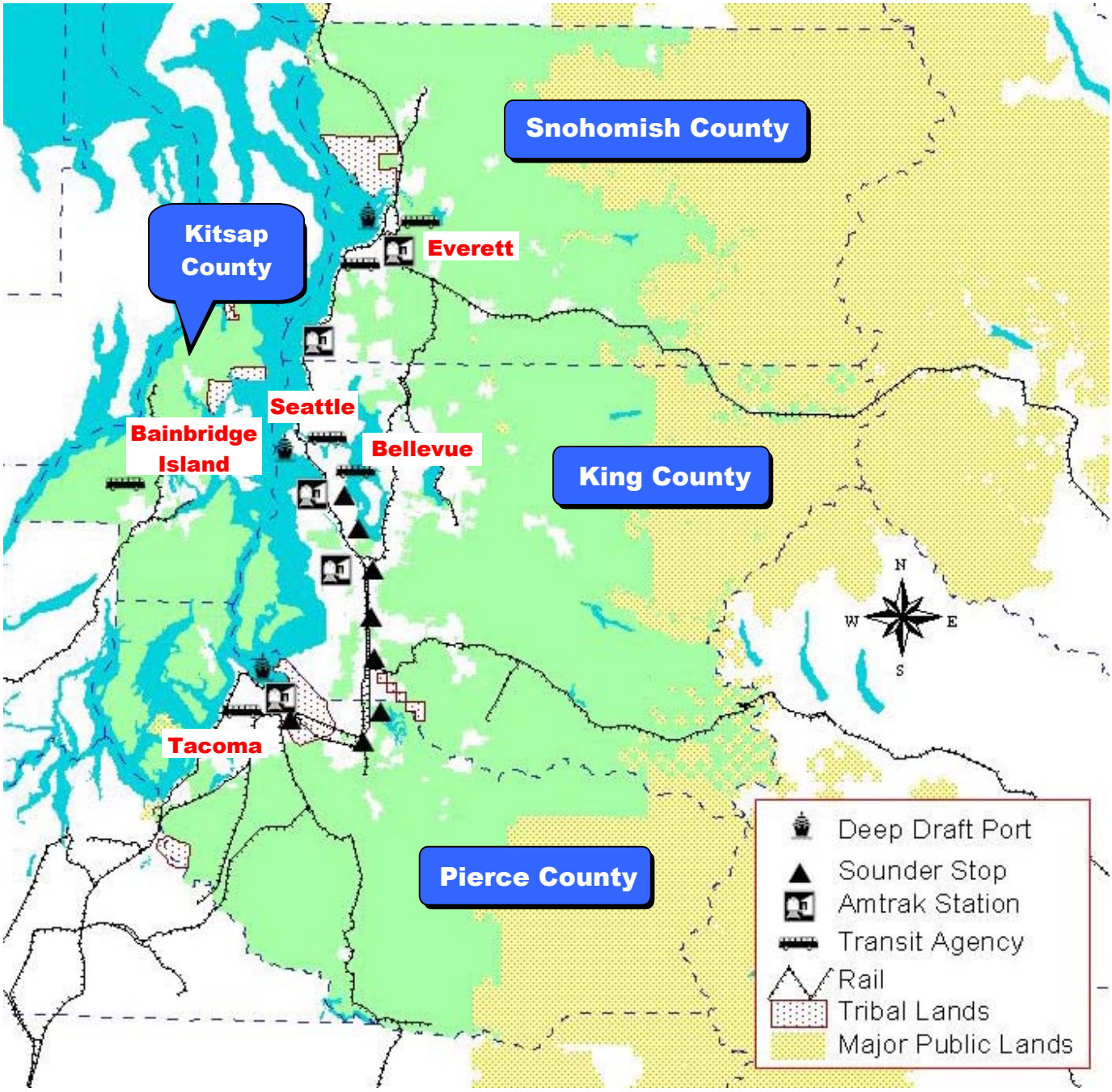
*Economic Trends:*
Today the region has an employment base of 1.9 million jobs. The region's economic base evolved from manufacturing-dominated industries, including a strong aerospace sector following World War II, to a growth of the services sector, especially the high-technology industry in the 1990s. The employment base in the Central Puget Sound region has more than doubled in the past 30 years. Job growth has been a primary driver in the region's population growth. By the year 2030, the Central Puget Sound region is expected to accommodate a population of 4.7 million people and 2.6 million jobs.

Between 1995 and 1998, the region experienced what was perhaps the most richly diverse job growth in history. During this period, the region's job growth soared by about 215,000 jobs at an annual average growth rate of 3.8 percent. This figure eclipsed the national average, also considered strong, of 2.3 percent annual average job growth. The trends that emerged from this job growth influence land use and other regional dynamics and impact the region's economic, growth management, and transportation plans.

## PSRC Highways, Ferries and Airports



## PSRC Rail, Ports and Transit



## Transportation Priorities:


Washington State Ferries at Colman Dock in Seattle

In the Central Puget Sound region, the transportation challenges are numerous, complex, and fraught with controversy. Consensus has yet to be established within the region on what should be done to address the problems and which problems should be addressed first. However, the Puget Sound Regional Council has recently updated its metropolitan transportation plan known as *Destination 2030*, extending it to a 30-year horizon, and essentially "prioritizing" projects into one of the three decades encompassed by the plan. All modes of transportation are addressed in the document.

In *Destination 2030*, decreasing the reliance on the single occupant vehicle and increasing the usage of other modes of transportation including transit, car/vanpools, bicycling, and walking is a high priority. However, the plan does reflect a balanced approach to dealing with congestion and includes numerous general purpose roadway improvements on both the state and local systems. The following are some of the critical needs expected to be addressed during the first 10 years of the plan:

- Recognizing congestion as one of the greatest concerns facing the region, voters approved a transportation program known as "Sound Move" in the late 1990s. Sound Transit is a public transit agency designed to deliver a mix of rail (Sounder Commuter Trains), regional bus routes (ST Express Buses) and new facilities (Link Light Rail). The most expensive element is the currently proposed light rail line from Downtown Seattle to a South 154th Street terminus — approximately 1 mile north of SeaTac International Airport. The proposed light rail alignment runs parallel to I-5 and has been viewed as one component to addressing congestion on that crowded I-5 interstate freeway. The program has experienced some recent problems, limiting the length of the first phase, but building the light rail component is still a high priority for many people.

- Completing the Puget Sound Core High Occupancy Vehicle (HOV) system (Pierce County, South King County, and Snohomish County) is both a high regional priority and one of WSDOT's highest priorities. Some of the most expensive pieces of the core system have not yet started — including the segment through Tacoma in Pierce County and through Everett in Snohomish County.


Bremerton Transportation Center

- Increasing both capital and operational expenditures for additional transit service is a high regional transportation priority. Adding new general purpose capacity to our highways is also a large part of the solution, but highway expansion alone will not result in a sustainable, long-term solution. Additional transit service must be a component of the solution. Using all the transportation tools available in a multiple mode strategy is likely to show the greatest benefit.

- Additional ferry service between Kitsap/Island Counties and King/Snohomish Counties is needed as demand is exceeding WSDOT's ability to provide this service. Associated with increased ferry service is the relocation and expansion of ferry terminals in Mukilteo and Edmonds, both in Snohomish County. These improvements are needed in order to keep pace with the increased demand for ferry service and to minimize the disruption ferry traffic causes to these two communities. Increasing the number of passenger-only ferries and ferry routes is also a desired goal.

***PSRC Needs***
***Congestion Management projects:***

***State-Interest Facilities***

| | |
|---|---|
| ***Transit*** | ***$11,737.9 million*** |
| ***Transportation Demand Management*** | ***$1,460.0 million*** |
| ***Bike & Pedestrian*** | ***$79.4 million*** |

- Recently Seattle area voters approved funding to study the extension of the Seattle Monorail, which currently provides service between the Seattle Center and downtown Seattle. The Elevated Transportation Company has been formed to facilitate this study. Once a preliminary preferred alternative and associated costs have been developed, the proposal will be sent back to the voters to determine their support.


Puget Sound from Lincoln Park in West Seattle

Our recent economic prosperity presents challenges, generating transportation conflicts of all kinds. Traffic congestion around our ports causes delay for truckers, while growth in train traffic — including intercity passenger and commuter trains — strains our rail capacity and creates conflicts with local traffic at railroad crossings. Highway congestion has led to delays in the movement of freight through the region. In addition to congestion on highways, existing rail lines are also reaching capacity. Freight rail is now being asked to share rail lines with passenger trains, exacerbating the situation. Several efforts are underway to help address this growing problem including:

- Adding additional rail capacity in several strategic areas between Tacoma and Everett to allow freight and passenger rail to more comfortably coexist within the rail corridor.

- Implementation of the Freight Action Strategy (FAST) for the Everett-Seattle-Tacoma corridor. This program has targeted specific high-volume, at-grade highway/railroad crossings for grade separation projects. One such project at the Port of Tacoma has been completed and several others are currently under construction.

***PSRC Needs***
***Freight Movement projects:***

| | |
|---|---|
| ***State Highways*** | ***$642.3 million*** |
| ***Ferries*** | ***$698.4 million*** |

While a primary regional strategy is to reduce reliance on the single occupant vehicle, *Destination 2030* does reflect a balanced approach to dealing with congestion. The targeted capacity expansion of general purpose highway lanes remains a priority in this region, both for state-owned highways and locally-owned roads. There are numerous state highways in the region in need of capacity improvements. Some of the most critical needs and their associated improvement strategies are:

**In King County:**

- I-405 (Tukwila to Lynnwood) – An Environmental Impact Statement is nearing completion that will likely propose widening this highway by two additional lanes in each direction. Associated with this improvement are a bus rapid transit component and numerous local roadway improvements.
- SR 520 (Seattle to Redmond) – A study is currently underway to determine the best mix of transportation improvements for this congested state highway corridor. The current Evergreen Point Bridge is highly congested and in need of replacement as it nears the end of its designated lifespan.

I-5 Northbound at Roanoke Street in Seattle

SR 520 at 92nd Avenue NE in Bellevue

- SR 509 extension (missing link) – Constructing a six-lane extension of SR 509 in South King County is a priority. This will provide access to SeaTac International Airport from the south; provide some freight access to other Port of Seattle facilities and industrial areas in South King County; and provide some relief for congested I-5. Environmental planning work is nearing completion.
- SR 99 (including the Alaska Way Viaduct) – SR 99 provides a parallel route to I-5 throughout King County and South Snohomish County. Most of the local jurisdictions for which this route serves as one of their city streets have plans to make capacity improvements, with several currently under construction (Sea Tac and Lynnwood). One consequence of the February 2001 earthquake was a heightened awareness of the vulnerability of the Alaska Way Viaduct that traverses downtown Seattle. A study is currently underway to develop a preferred alternative for replacing this aging structure.
- SR 518 (I-5 to SR 509) – SR 518 provides the only current state highway link to SeaTac International Airport. It is also an extension of I-405 west of I-5. As such, this is a very

| ***PSRC Needs Congestion Management projects:*** | |
|---|---|
| ***State Highways*** | ***– $23,605.5 million*** |
| ***Ferries*** | ***– $3,202.8 million*** |

important highway for regional movement. A study is currently underway to develop a preliminary improvement plan for the route.

**In Snohomish County:**

- US 2 Trestle Bridge – In Snohomish County there is a lack of reliable east-west highway connections. This is mainly due to geographic and environmental constraints. One of the principal existing east-west connections is US 2, which connects the Everett urban area with the bedroom communities of Lake Stevens, Snohomish, and Monroe. The critical link within this segment of highway is the trestle bridge that spans the Snohomish River and the Ebey Slough between Everett and Lake Stevens. Long range plans call for adding capacity to the US 2 trestle bridge. The determination has not yet been finalized whether this would be additional general purpose capacity or HOV lanes.
- SR 522 (Woodinville to Monroe) – This two-lane state highway connects Woodinville in King County with Monroe in Snohomish County. It serves much the same purpose as US 2, in that it provides a direct connection between the bedroom communities of Monroe, Startup, and Goldbar with the Seattle urban area. This segment of highway is not only congested, it has also become a notorious safety concern as traffic has increased over the years. The solution is to widen the highway, provide grade separated interchanges, and a wide median separating opposing directions of travel. The first phase of this widening was recently completed. Funding levels will dictate when the remaining phases can be completed.
- I-5 through Everett – The segment of I-5 between Shoreline in King County and Everett in Snohomish County is one of the most congested segments of highway in the state. The Core HOV system, mentioned above, has its northern terminus at US 2 in Everett. During construction of this Core HOV segment, the interchanges serving the City of Everett will need to be reconstructed and other improvements will need to be made as well. While a good deal of planning and preliminary engineering work has occurred, construction of these improvements is still several years away. Ultimately, HOV lanes will be extended to SR 528 in Marysville.

**In Pierce County:**

- SR 167 extension (Puyallup to Tacoma missing link) – SR 167 is a major freeway connecting North Pierce County with South King County. One existing segment of this route between Puyallup and Tacoma takes the form of a surface arterial with at-grade intersections regulated by traffic signals. This configuration is inconsistent with the primary function of this highway: to serve interregional and interstate travel. An Environmental Impact Statement is currently in the final stages of development for this segment of SR 167. The preferred alternative is a six-lane freeway connecting Puyallup with Tacoma and an extension of this freeway into the Port of Tacoma on the north side of I-5. Completion of this transportation missing link should help relieve some of the congestion now present on I-5.
- SR 16 (including the Tacoma Narrows Bridge) – SR 16 provides a critical land-based link from Pierce County to Kitsap County and much of the route has become unacceptably congested. In the absence of this connection, Kitsap County's link to the rest of the Central Puget Sound region is through the use of the Washington State Ferry System. SR 16 as far north as Gig Harbor is included in the Puget Sound Core HOV System. In response to heavy congestion, plans have been developed to widen the existing highway for HOV lanes and to construct a new bridge connection across the Tacoma Narrows.

**In Kitsap County**

- SR 304 (Gateway project in Bremerton) – SR 304 is the main state highway access into downtown Bremerton and the Bremerton Ferry Terminal from Pierce and South Kitsap County. In partnership, the City and WSDOT have been reconstructing this state highway segment to both reduce congestion and to improve safety. Two phases of this three-phase project have been completed.
- SR 305 (through Poulsbo) – SR 305 is the main state highway connection between Bainbridge Island and Poulsbo. It is also the primary connection for freight moved by ferry to and from the Olympic Peninsula. Along this 13-mile highway, the most congested segment in need of improvement is within the Poulsbo urban area. An environmental impact statement is near completion that will propose the highway be widened one additional lane in each direction with the new lane also being used as a peak hour HOV-only lane.

**Members:** Counties: *King, Kitsap, Pierce, and Snohomish;*

Cities: *Algona, Arlington, Auburn, Bainbridge Island, Beaux Arts Village, Bellevue, Bonney Lake, Bothell, Bremerton, Buckley, Burien, Clyde Hill, Covington, DuPont, Duvall, Eatonville, Edgewood, Edmonds, Enumclaw, Everett, Federal Way, Fife, Fircrest, Gig Harbor, Hunts Point, Issaquah, Kenmore, Kent, Kirkland, Lake Forest Park, Lake Stevens, Lakewood, Lynnwood, Maple Valley, Marysville, Medina, Mercer Island, Mill Creek, Milton, Monroe, Mountlake Terrace, Mukilteo, Newcastle, North Bend, Orting, Pacific, Port Orchard, Poulsbo, Puyallup, Redmond, Renton, Ruston, Sammamish, SeaTac, Seattle, Shoreline, Skykomish, Snohomish, Snoqualmie, Stanwood, Steilacoom, Sultan, Sumner, Tacoma, Tukwila, University Place, Woodinville, Woodway, and Yarrow Point;*

Transit Agencies: *Community Transit, Everett Transportation Service, Kitsap Transit, Metropolitan King County, Pierce Transit, and Sound Transit;*

Ports: *Everett, Seattle, and Tacoma;*

State Agency: *WSDOT;*

Associate Members: *Daniel J. Evans School of Public Affairs, Island County, Port of Bremerton, Puyallup Tribe of Indians, Thurston Regional Planning Council, and The Tulalip Tribes*

## PSRC Transportation Facts:

- Between 1980 and 1990 the population of women age 16 and over who worked outside the home increased 60% to 68%.
- Between 1970 and 1990 population grew 60%, while registered vehicles increased 131%.
- With no congestion, a 60-minute trip in the PSRC metro area would take 60 minutes. Based on current conditions it takes 99 minutes. If nothing is done to change this, it will take 116 minutes to make the same trip in 2022.
- The average driver in the Seattle area spends more than twice as much time stuck in congestion today as they did in 1982 — 26 hours in 1982 versus 56 hours today.
- King County Metro currently has 818 vanpools in operation and plans to increase by 221 vans.
- Kitsap Transit currently has 65 vanpools in operation.
- Community Transit in Snohomish County currently has 271 vanpools in operation.
- Pierce Transit currently has 192 vanpools in operation.

## QUAD-COUNTY RTPO (QUADCO)

Quad County RTPO is the lead transportation planning agency for the four-county (Adams, Grant, Kittitas, and Lincoln) area. QUADCO RTPO covers an area of 9,214 square miles. The QUADCO region extends from the forested summit of Snoqualmie Pass, east across plains and plateaus and the Columbia River, to the vast fields of wheat and barley in Eastern Adams and Lincoln counties.

The Stuart Range above the Ellensburg Valley

Wild Horses Monument near Vantage

*Major Transportation Facilities:*
Major transportation facilities in the four-county region include: I-82, I-90, US 2, US 97, US 395, US 970 and SR 17. Other important transportation facilities are the Columbia River system, Burlington Northern-Santa Fe railroad line, Grant County International Airport, and several other regional airports.

*Demographics:*
The four-county area had a combined population of 134,672 in 2000. This represents almost 2.3 percent of the state population. Although sparsely populated the QUADCO region population is growing fast — up 30 percent from 1990 to 2000. Grant County — up 36 percent from 1990 to 2000 — was the third fastest growing county in the State.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Adams County: | 16,428 | 8.5 | $32,250 |
| Grant County: | 74,698 | 27.9 | $32,405 |
| Kittitas County: | 33,362 | 14.5 | $32,375 |
| Lincoln County: | 10,184 | 4.4 | $34,888 |

*Freight Movement:*
Interstate 90, designated as a strategic freight corridor, serves as the major east-west facility for freight movement through Central Washington. This highway — a National Scenic Byway — traverses 200 miles of QUADCO from the summit of Snoqualmie Pass to the Lincoln County line near Spokane. Interstate 90 serves the intra-regional needs of transporting agricultural products from farm to market. Congestion on I-90 affects the

region's delivery of freight to markets and intermodal connections on the west side of the Cascade Mountains. Wintertime closures interfere with freight movement vital to the economy of this agricultural region. North-south strategic freight corridors include: US 97/SR 970, I-82, US 395/SR 17, and SR 28/281 between I-90 and Wenatchee. These highways provide corridors for inter-regional transport of all kinds of products passing through the state from destinations as varied as Asia, Mexico, Canada, and the Eastern seaboard

*Truck Freight* — The fruit and potato industries centered in QUADCO are particularly significant generators of freight truck traffic. The cities of Moses Lake, Quincy, and Othello each generate an average of 100 truck trips per day. More than one-third of truck trips originating in this region are destined for Eastern Washington locations. But the largest percentage of truck trips from QUADCO is headed out of state.

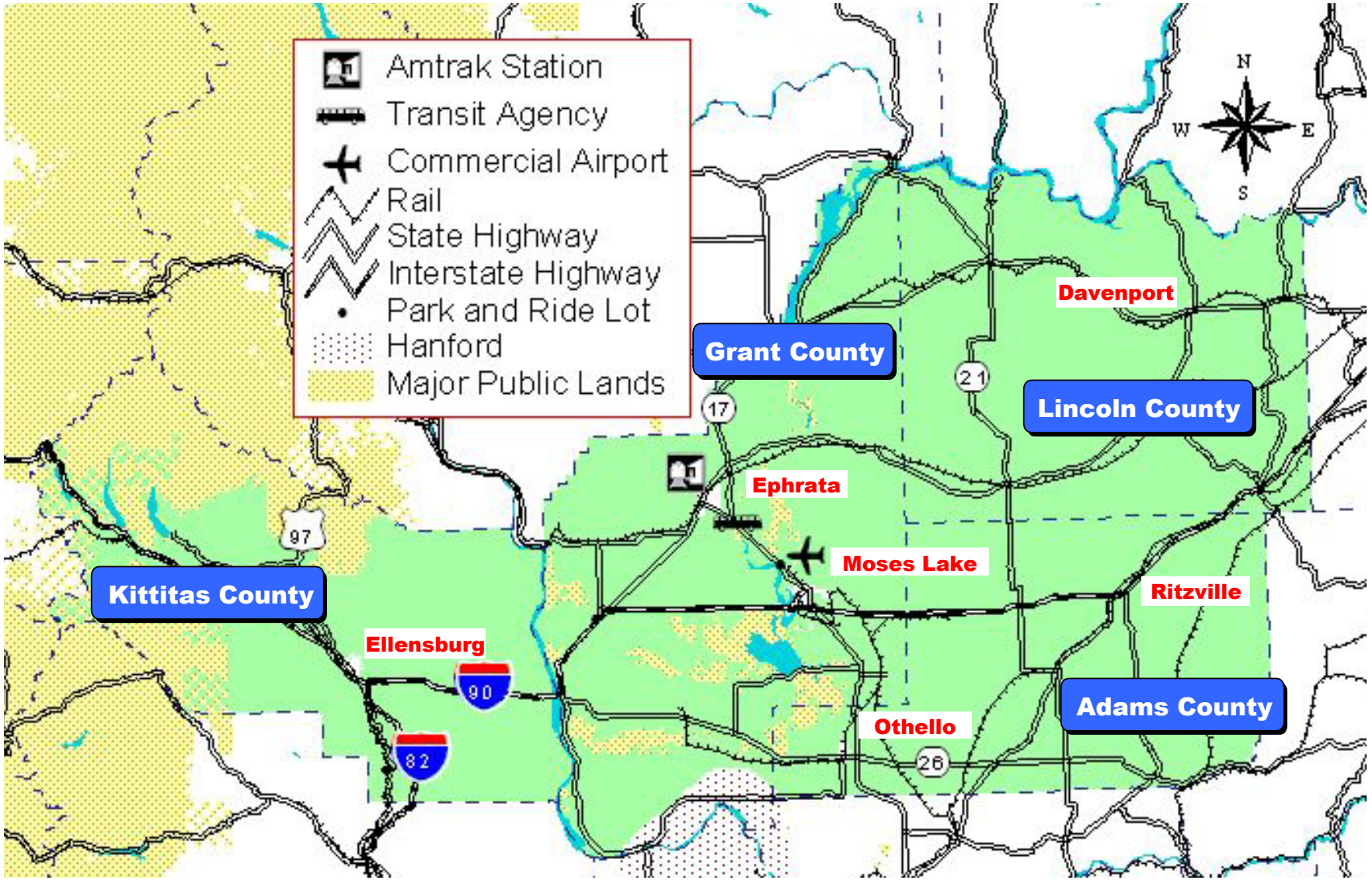
*Rail Freight* — The types of freight that are moved by rail include grain, intermodal trailers and containers, lumber, and agriculture products.

| |
|---|
| Railroad lines serving this region are: Burlington Northern Santa Fe, Union Pacific, Palouse River and Coulee City, Columbia Basin. Amtrak provides passenger service. |

*Economic Trends:*

Kittitas County is growing in the shipment of containerized hay overseas. Agricultural diversity continues to increase in the irrigated lands of the Columbia Basin. Orchards, vineyards, and seed farms are adding to the agricultural base of potatoes, onions, corn, irrigated and dry-land grain production, and other crops. Food processing is an important and growing industry, which requires an efficient means of transporting the products. Industrial development, including the manufacture of high tech products, is being facilitated by the construction of fiber optic facilities in Grant County. Recreational opportunities in the region continue to attract development, such as a proposed master-planned resort near Cle Elum. The sunshine and beauty of QUADCO have made it a playground for Puget Sound area residents wishing to escape the congestion and wet weather of the west side. Recreational activities range from snow skiing to boating to concerts at the Gorge Amphitheater. In contrast to this growth, Adams County, the eastern-most part of this region, has enormous tracts of land dedicated to range-related agriculture. Developable land and an expansive fiber optic project have spurred on commercial development and manufacturing in Grant County. Easy and safe highway access and improvement of unpaved local roads to all-weather standards will continue to be critical to the success of the economy of the QUADCO region.

Wheat fields in Adams County


Amtrak Station
Transit Agency
Commercial Airport
Rail
State Highway
Interstate Highway
Park and Ride Lot
Hanford
Major Public Lands
N
W
E
S
Grant County
Davenport
Lincoln County
Ephrata
Moses Lake
Ritzville
Kittitas County
Ellensburg
Adams County
Othello
17
21
97
90
82
26

## Transportation Priorities:


Aviation: Aviation is an important transportation service in QUADCO.

Projects supported by the QUADCO Regional Transportation Plan that address this issue include:

- Renovation of Grant County International Airport.
- Development of the Ellensburg Airport (Bowers Field) and improving airport access.

I-90/Snoqualmie Pass East:
I-90 is the major east-west corridor linking the Seattle/Puget Sound area with Eastern Washington and the rest of the country. It has been designated as a National Scenic Byway. I-90 is a critical link between the eastern and western regions of Washington, carrying more than 33 million tons of freight goods over the Cascade Mountains each year. The ability to move freight and goods as well as commuter and recreational traffic across the Cascades is frequently reduced due to avalanche closures, accidents, and limited roadway capacity. The twelve-mile section from Hyak to Easton is consistently cited as the region's number one transportation priority.

Avalanche control on I-90 closes eastbound lanes

I-90/Snoqualmie Pass East projects identified in the Regional Plan include:

- Widening I-90 from Hyak to Easton from 4 lanes to 6 lanes – reducing congestion and improving cross-Cascades travel.
- Increasing roadway safety - correcting substandard curves, vertical clearance for bridges, and decreasing roadside hazards.
- Eliminating routine avalanche closures – providing decreased delays to freight and goods.

***QUADCO Needs***
***Operation, Maintenance, Preservation & Special Needs Transportation projects:***

***State-Interest Facilities***

| | |
|---|---|
| ***Transit*** | ***$75.0 million*** |
| ***Aviation*** | ***$35.0 million*** |

Freight Mobility:

Congestion and winter closures on I-90 affect the reliable and timely movement of freight through the region and across the state. Poor access to the interstate both slows freight movement and limits economic development.

Examples of projects endorsed by WSDOT and QUADCO to address the issue of freight mobility include:

Freight, recreation and passenger vehicles share two lanes on I-90

- Westbound truck climbing lane on I-90 from Vantage to Ryegrass Summit.
- Revisions at the I-90/US 97/SR 970 interchange east of Cle Elum.
- Eastbound truck climbing lane on I-90 east of Cle Elum.
- Moses Lake Area Bridge Clearance: This project will replace the one remaining structure in the corridor, which is too low to allow passage of modern trucks.
- Southbound truck climbing lane from Thrall Road to Manastash Ridge on I-82.
- Repairs and improvements necessary to re-open the Old Milwaukee Road railroad line through Lind.
- State Route 17 from Pioneer Way to Stratford Road. This project will widen SR 17 from two lanes to four through the congested corridor in the city of Moses Lake.
- A Mobility Study on State Route 28 from Wenatchee to I-90 Mobility Study. This project will study the options for providing a four-lane corridor between I-90, the major east-west highway in the state, and the Wenatchee area. Wenatchee is the only urban area in the state that is not served by a four-lane freeway.

| ***QUADCO Needs*** | |
|---|---|
| ***Freight Movement projects:*** | |
| ***State Highways*** | ***$306.2 million*** |
| ***Freight Rail*** | ***$580.1 million*** |

| ***QUADCO Needs*** | |
|---|---|
| ***Congestion Management projects:*** | |
| ***State Highways*** | ***$1,313.1 million*** |
| ***Transit*** | ***$20.6 million*** |


"Grain Trains" cut down on highway haul

The Burlington Northern and Santa Fe Railway (BNSF), Union Pacific Railroad, and local branch lines are components of the transportation system in the QUADCO region. These rail lines provide some short-haul freight services to rural communities and agricultural producers. An example is the Grain Train. State-owned grain cars are used to transport regionally grown grain to local markets. The value of rail service to the highway user is important. If rail traffic were shifted to trucks, it would take more than a million trucks per year to haul the same amount of freight that the railroads transport between the junction of US 395 and Ritzville to I-405 in the Seattle area.

## QUADCO Transportation Facts:

- The Columbia Basin Project and agricultural industries in Adams and Grant Counties annually account for over 10 million tons of freight with a production value of more than 1 billion dollars.
- Grant and Kittitas Counties are two of the state's largest hay producing and shipping areas with average tons per year shipped by a typical facility at 35,000 and 29,500 respectively. Ninety-eight percent of the hay is shipped via truck either to its final destination or to an ocean port. All of the hay processing facilities receive their commodity via truck.
- The dry-land hills of Lincoln and Adams Counties can produce over 20 million bushels of wheat and other grains each year for shipment to Asian export markets using the Columbia River, railroads and highways.
- In 1996, Lincoln County had the state's lowest collision rate; Adams was the 3rd lowest. Kittitas and Grant Counties also had relatively low collision rates ranking 7th and 13th respectively.
- Grant County International Airport, formerly Larson Air Force Base, is a world-class heavy jet training and testing facility used by the Boeing Company, Japan Airlines, the U.S. Military, and many other air carriers from around the world. With 4,700 acres and a main runway 13,500 feet long, it is one of the largest airports in the United States. The airport is located within the foreign trade zone of the Port of Moses Lake.

**Members:** Counties: *Adams, Grant, Kittitas, and Lincoln;*

Cities: *Almira, Coulee City, Coulee Dam, Creston, Davenport, Electric City, Ellensburg, Ephrata, George, Grand Coulee, Harrington, Krupp, Lind, Mattawa, Moses Lake, Odessa, Othello, Quincy, Reardan, Ritzville, Roslyn, Royal City, Soap Lake, Sprague, Warden, Washtucna, Wilbur and Wilson Creek;*

Transit Agencies: *Grant Transit Authority*

Ports: *Port of Ephrata, Port of Moses Lake, and Port of Royal Slope;*

State Agency: *WSDOT*

## SAN JUAN COUNTY

The San Juan County is comprised of a group of islands nestled in Puget Sound in the northwest corner of the state between the mainland and Victoria, B.C. San Juan County is the only county in the state that is not part of an RTPO.

Photo used by permission of The San Juan Preservation Trust

Aerial view of San Juan Islands

*Major Transportation Facilities:*
Marine transportation services and facilities are the primary means for movement of people and goods among the islands and between the islands and the mainland. Washington State Ferries (WSF) is the chief service provider and an essential part of the transportation system within San Juan County. Ferry terminals on four of the islands provide hubs, which along with airports and public ports, landings, and marinas have a substantial effect on the quality of transportation. WSF also operates a paved park and ride lot for ferry customers on San Juan Island.

Three multiple-destination routes provide service between Anacortes and the islands. Vessels depart the mainland in Anacortes and stop at four island terminals — Lopez Island, Shaw Island, Orcas Island, and Friday Harbor. Daily service to Sidney, B.C. is also provided. Schedules and routes vary from year-to-year as well as season-to-season. An inter-island ferry provides service between the four island terminals.

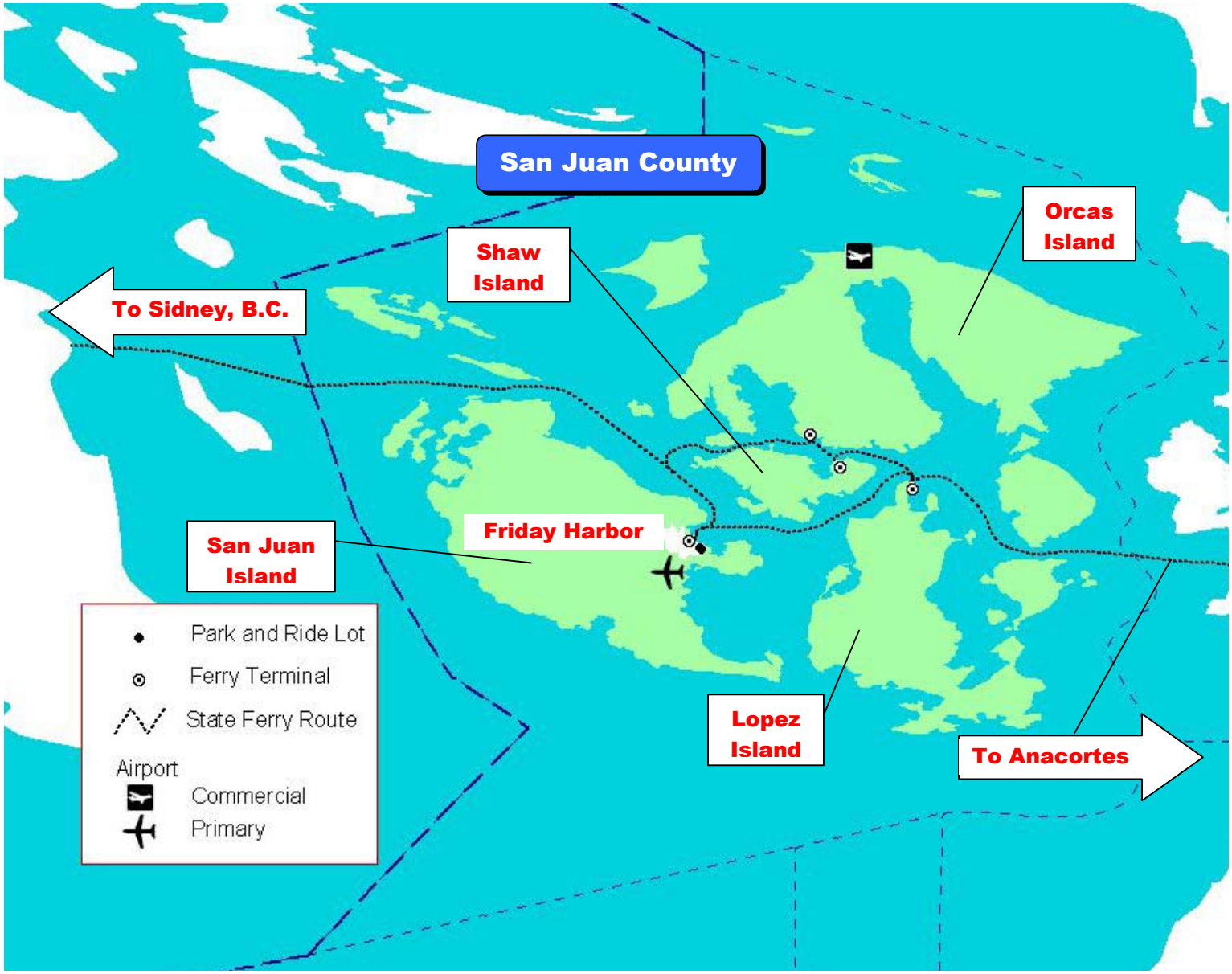
Annually, approximately 700,000 passengers depart from Anacortes, 6 percent of the WSF system total. More than 500,000 of these passengers are destined for either Orcas Island or Friday Harbor. Because of the rural nature of the islands and lack of transit in the San Juan Islands, only 13 percent of the passengers in this corridor walk onto the ferries; 55 percent drive their vehicles on-board, and the remaining 32 percent arrive as auto passengers.

*Demographics:*

The age comparison of San Juan County residents to those of the rest of the state displays the predominance of retirement age residents. This has an effect on the types of transportation and medical services needed.

| **Age of San Juan County Residents** *(2000)* | **Less than 6 years** | **Less than 19 years** | **Older than 66 years** |
|---|---|---|---|
| Washington State: | 6.7% | 25.7% | 11.2% |
| San Juan County: | 3.7% | 19.1% | 19.0% |

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| San Juan County: | 14,077 | 80.4 | $41,610 |


San Juan County
Orcas Island
Shaw Island
To Sidney, B.C.
Friday Harbor
San Juan Island
Lopez Island
To Anacortes
Park and Ride Lot
Ferry Terminal
State Ferry Route
Airport
Commercial
Primary

## Transportation Priorities:

Ferry Scheduling: Schedules and routes vary from year-to-year as well as season-to-season, but in general a greater number of larger vessels are employed in summer months than in winter. In addition, peak- and off-season demands increase with island population growth and continuing resort and tourist-destination development. Long-term planning for services and facilities must anticipate and respond to these changes so that efficiency and convenience are maintained. Due to increased demand, relatively long periods between ferries, and sharp peaking of demand on summer weekends, there are issues related to parking and congestion in the vicinity of these terminals.

Photo used by permission of Mark B. Gardner, photographer.

Ferry in Rosario Strait, returning from the San Juans with Mt. Baker


Photo used by permission of Mark B. Gardner, photographer.

Orcas Landing, Orcas Island

Ferry Patron Parking:
WSF operates a paved park and ride lot on San Juan Island for ferry patrons just east of the upper auxiliary holding area. On Orcas and Lopez Island WSF provides parking spaces, but no park and ride lots. These spaces are heavily used and during summer months are at full capacity.

The following issues shaped the development of the proposed improvements in this corridor:

- Balancing service to all destinations within the corridor;
- Meeting vehicle demand versus person demand; and
- Operating within the constraints of single lane loading at the island terminals.

The WSF plan for San Juan County is designed to:

- Separate the routes from Anacortes so that each route serves one or two islands instead of the current system of dual, multi-destination routes;
- Meet additional vehicle demand to Orcas and Friday Harbor; and
- Limit the use of Super Class vessels in order to minimize dock time at island terminals.

Photo used by permission of www.islandcam.com

Roche Harbor, San Juan Island

Photo used by permission of www.islandcam.com

Friday Harbor, San Juan Island

The WSF plan includes:

- Terminal improvements to Anacortes and San Juan Island – minor improvements to improve loading capacity (2 lanes) and pedestrian improvements.

- A change in ferry routes. Instead of the current routes going to each of the islands, five routes will embark from Anacortes, including direct sailings to Lopez, Orcas/Shaw, Friday Harbor, Sidney B.C., and Orcas/Friday Harbor. The inter-island ferry would continue to connect island terminals.

Photo used by permission of www.islandcam.com

Fisherman Bay on Lopez Island

## SKAGIT/ISLAND REGIONAL TRANSPORTATION PLANNING ORGANIZATION (SKAGIT/ISLAND RTPO)

The Skagit/Island RTPO consists of Skagit and Island Counties. The RTPO is the lead agency for regional transportation planning in accordance with the Growth Management Act.

Skagit and Island Counties cover 1,943 square miles. Skagit is situated in the northwestern part of Western Washington. It is bounded by Whatcom County to the north, Snohomish County to the south, and Island County to the southwest. The western third of the Skagit County includes a broad delta and flood plain, both of which extend through the fertile Skagit Valley. Running through the valley is the Skagit River flowing westward into Puget Sound toward the San Juan Islands. The heavily wooded Cascade Mountain Range dominates the eastern two-thirds of the county.

Looking at the southern tip of Camano Island from the Tulalip Reservation

The "island" in Island County refers to Whidbey and Camano Islands. Whidbey is 45 miles long, making it second largest island in the continental United States; only New York's Long Island is bigger. The island provides 148 miles of coastline, a thriving arts community in the waterfront village of Langley, historic inns, wineries and farm stands, and several state parks with public beaches. Highway 525 and Highway 20 run the length of Whidbey all the way from the Clinton ferry dock at the south end of the island to Deception Pass State Park and the Deception Pass Bridge. The bridge connects Whidbey Island to the mainland at the north end via Fidalgo Island.

Camano Island is the other inhabited island in the county and lies between Whidbey and the mainland. The island takes its name from an early Spanish explorer. By the 1800s, Camano Island was a bustling community with mills, homes, schools, and with tall ships taking cargo from the deep waters at the north end of the island.

*Major Facilities:*
Major roads that service the Skagit/Island RTPO area include I-5, SR 9, SR 20, the SR 20 Spur, SR 532, SR 525, and SR 538. Interstate 5 carries the highest volume of traffic in the region. SR 20 and the SR 20 Spur provide the only land access between Skagit and Island Counties. SR 532 connects Camano Island to the mainland.

There are approximately 161 miles of state owned and maintained highways within Skagit County, 54 miles of state owned and maintained highways within Island County, 800 miles of county roadway within Skagit County, and 600 miles of county roadway within Island County.
Non-Road Facilities:

- Ferry Service — Washington State Ferries (WSF) run from Anacortes to the San Juan Islands and on to Sidney, B.C. and Port Townsend to Keystone. WSF also provides service between Mukilteo and Clinton. Skagit County runs the Guemes Island Ferry.
- Rail Transportation — Burlington Northern Santa Fe provides north-south rail access. Another railroad serving this region is the Mount Vernon Terminal Railroad. Two Amtrak daily round trips — The Seattle/Vancouver and the Seattle/Bellingham routes — serve the Mount Vernon Station. There are no railroad facilities in Island County.
- Marine Transportation — The Port of Anacortes operates a shipping terminal.
- Airport — Anacortes Municipal Airport, Skagit Regional Airport, Oak Harbor Airport, Whidbey Air Park, and Camano Air Park provide air service.

Deception Pass Bridge looking west toward the Straits of Juan de Fuca

*Demographics:*

The population of the two-county RTPO was 174,537 in 2000. This represents 2.9 percent of the state's population. Since 1990 the population has grown 80 percent.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Island County: | 71,558 | 344.0 | $41,294 |
| Skagit County: | 102,979 | 59.4 | $38,148 |

**Skagit/Island RTPO Freight Facts:**

- Mount Vernon is the largest generator of freight truck traffic within the Skagit/Island RTPO.
- Mount Vernon accounts for 2.8 % of truck trips originating in Whatcom, Skagit, Island, Snohomish, King and Kitsap Counties.

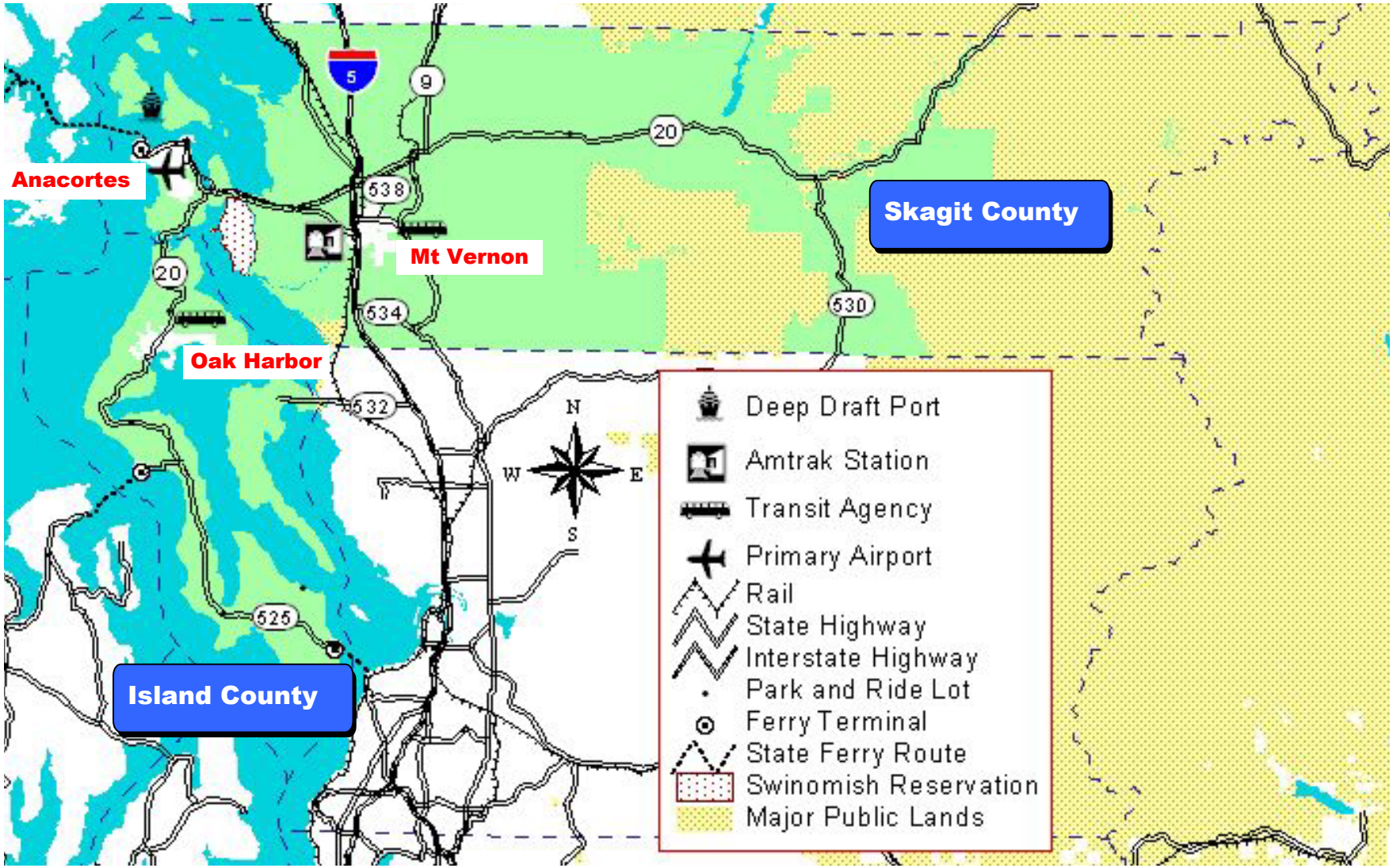
*Eastern Washington Intermodal Transportation Survey November 1995*

*Freight Movement:*

Agriculture and food processing, fishing, wood products, tourism, international trade, and specialized manufacturing make up the economy of Skagit County. Skagit County's accessible port and refineries make it the center of the state's petroleum industry. The national trend toward employment in retail trades and personal/professional services is visible in Skagit by the presence of malls and almost every national retail chain. The type of freight that is moved via rail is manufactured goods and merchandise, lumber and lumber products, and petrochemicals.

*Economic Trends:*

Island County's economy is based largely on Whidbey Island Naval Air Station, as well as a large retail sector, a fast growing services sector, and tourism. Island County has experienced slow economic development over the past 10 years.


Anacortes
Mt Vernon
Oak Harbor
Skagit County
Island County
5
9
20
538
534
532
525
530
N
W
E
S
Deep Draft Port
Amtrak Station
Transit Agency
Primary Airport
Rail
State Highway
Interstate Highway
Park and Ride Lot
Ferry Terminal
State Ferry Route
Swinomish Reservation
Major Public Lands

## Transportation Priorities:

Transportation Options Development: There is an urgent need to expand Washington State Ferries' capacity and associated parking, together with satellite parking and transit connections. The Washington State Ferries Systems Plan for 1999-2018 projects that the adopted 2-boat wait level of service standard for the Clinton/Mukilteo Ferry service will be exceeded in 2005. In order to keep up with anticipated travel demands, construction of a new Mukilteo multimodal terminal will be required. The new terminal constructed with two piers will allow three 130-car ferries to simultaneously operate at 20-minute intervals.

Clinton/Mukilteo Ferry approaches Clinton Ferry dock.

| *Skagit/Island RTPO Needs Congestion Management projects:* | |
|---|---|
| ***State Highways*** | ***$1094.8 million*** |
| ***Ferry*** | ***$1,120.4 million*** |

The SR 20 and the Keystone/Port Townsend Ferry Route is a major transportation corridor from Northwest Washington and British Columbia to the Olympic National Park and Washington's coastal attractions. Two new 110-car shallow draft vessels are needed to support the growing demands on the Keystone/Port Townsend ferry route.

Deception Pass and SR 20: Whidbey Island's land connection to the mainland is State Route 20 over the Deception Pass Bridge at the extreme north end of Whidbey Island, then east through Skagit County. The fast-growing population on Whidbey Island; the presence of Whidbey Island Naval Air Station that provides 10,000 jobs; the presence of the Deception Pass State Park and SR 20's inclusion in the Cascade Loop all combine to create a serious transportation bottleneck on the Deception Pass Bridge and the road across Fidalgo Island. Consequently, bridge safety including structural and design needs, such as strength or sight distance, and bridge capacity needs, are important. Eventual replacement or additional capacity for the historic Deception Pass Bridge will be necessary.

Canoe Pass Bridge and Deception Pass Bridge looking southeast from Fidalgo Island

SR 20 Fredonia to Interstate 5: State Route 20 is becoming increasingly congested. The average number of vehicles traveling on SR 20 per day in 1990 ranged from 14,100 to 17,300, this is a 28 percent increase over 1987 counts.

| ***Skagit/Island RTPO Needs Congestion Management projects:*** | |
|---|---|
| ***State Interest Facilities*** | |
| ***Transportation Demand Management*** | ***$36.9 million*** |
| ***Transit*** | ***$7.0 million*** |

Traffic problems on this corridor include: increased intersection delays, interrupted traffic flows, and increased accident frequency. Unlimited access to the State Route contributes to increased congestion and accident rates. In addition, the SR 20/I-5 Interchange is not capable of efficiently moving existing traffic, and will deteriorate further if SR 20 is expanded.

The SR 20 Fredonia to Interstate 5 Project is planned to address these problems. Two improvements designed for this project are: 1) widening SR 20 between SR 536 and I-5 to 4 lanes; and 2) improving SR 20/I-5 interchange through signalization and realignment of ramps. Any changes to the existing State Route 20 must take the SR 20/I-5 Interchange into consideration.

Other Transportation Issues Include:

- Safety: SR 20 between SR 536 and Sharpe's Corner is a high accident corridor with many fatalities.
- Improving capacity and connectivity to the Ferry service between Anacortes and the San Juan Islands and Sidney, B.C. will support economic development in Anacortes and the San Juans.
- Capacity deficiencies on SR 20 between I-5 and Sedro-Woolley.
- Congestion in the SR 532 corridor — partially in Snohomish County — hinders travel on this sole link to Camano Island.

| ***Skagit/Island RTPO Needs Freight Movement projects:*** | |
|---|---|
| ***State Highways*** | ***$287.9 million*** |
| ***Ferry*** | ***$221.9 million*** |

- Capacity constraints on the Skagit River Bridge affect efficient travel on I-5 between Mount Vernon and Burlington.
- Low clearance at the 2nd Street Bridge on I-5 inhibits freight mobility.

**Members**:

Counties: *Island and Skagit*;

Cities: *Anacortes, Burlington, Coupeville, La Conner, Langley. Mount Vernon, Oak Harbor, and Sedro-Woolley*;

Transit Agencies: *Island Transit, and Skagit Transit*;

Ports: *Port of Skagit County and Port of Anacortes*;

Tribal Nations: *Swinomish;*

State Agency: *WSDOT*

## Skagit/Island RTPO Transportation Facts:

- Between 1970 and 1997 population grew 112%, while registered vehicles increased 185%.
- Between 1990 and 1997 population grew 21%, employment increased 20% and vehicle miles traveled went up 26%.
- Freight tonnage, primarily via truck transport, is projected to increase 27% by 2014.
- Island Transit currently has 32 vanpools in operation and plans to add 90 vans to its fleet.

| Increase in Ferry Ridership (1976 to 1992) | | |
|---|---|---|
| | **Mukilteo-Clinton Ferry** | **Keystone-Port Townsend Ferry** |
| Vehicle Usage on Ferries | Nearly 100% | Over 200% |
| Total Ridership on Ferries | 85% | 190% |

## SOUTHWEST WASHINGTON REGIONAL TRANSPORTATION COUNCIL (RTC)

Sailing near Bridge of the Gods

The Southwest Washington Regional Transportation Council (RTC) includes the Clark County portion of the Portland/Vancouver metropolitan area and the mid-Columbia River Gorge counties of Skamania and Klickitat. The RTC area totals 4,157 square miles. About 80 percent of Skamania and Klickitat counties are public lands. The area includes the Columbia River Gorge National Scenic Area, the southern portion of the Mount St. Helen's National Volcanic Monument, the Gifford-Pinchot National Forest, and the Mount Adams Wilderness Area.

*Major Transportation Facilities:*

Rail Bridge between Vancouver and Portland

The southern boundary of the RTPO area is the Columbia River that flows from east to west through the region between the states of Washington and Oregon. East-west travel movement is along State Route 14, Burlington Northern & Santa Fe (BNSF) and Union Pacific (UP) rail lines, as well as barge and ocean ships which operate on the Columbia River. Five highway bridges (the I-5 Bridge, the I-205 Glenn Jackson Bridge, the Bridge of the Gods, the Hood River Bridge, and the Biggs Rapids Bridge) and two rail bridges cross the Columbia River between Washington and Oregon to support interstate travel as well as trade through the Port of Vancouver, the Portland International Airport, and the BNSF and UP rail yards in this bi-state region. Interstate 5, I-205, and the BNSF freight rail mainline are the major north-south transportation facilities. The Amtrak *Cascades* high-speed passenger rail service between Eugene, Oregon and Vancouver, British Columbia also operates in this rail corridor. Amtrak's long distance *Empire Builder* also moves east-west along the Columbia River and serves Vancouver, Bingen-White Salmon, and Wishram. Vancouver, as part of the second largest metropolitan area in the Pacific Northwest and the fourth largest city in Washington, has an extensive network of state and local urban highway facilities. C-Tran — Clark County's transit provider — provides commuter transit service between Portland and Vancouver. By interagency agreement, Portland's transit provider (Tri-Met) also provides commuter transit service between Portland and Vancouver.

Railroads serving this region are: Burlington Northern Santa Fe, Union Pacific, and Lewis and Clark. Amtrak provides passenger rail service.

*Demographics:*
The population of this three-county area was 374,271 in 2000. This represents 6.3 percent of the state population. But Clark County contains more than 92 percent of the population, and only 15 percent of its land mass.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Clark County: | 345,238 | 549.7 | $45,890 |
| Klickitat County: | 19,161 | 10.2 | $33,208 |
| Skamania County: | 9,872 | 6.0 | $38,915 |

*Freight Movement:*
Interstate 5 is the only continuous interstate on the West Coast. It links international, national and regional economies in Mexico, California, Oregon, Washington, Canada, and Pacific Rim countries. The Vancouver, WA/Portland, OR I-5 Trade corridor has the unique characteristic of intersecting the Columbia River, connecting the Interstate highway with deep-water shipping channels up-river, ocean access ports down river, and two water-level transcontinental rail lines. It is a gateway for both north-south and east-west trade. More than 40 percent of the nation's wheat exports travel through the Columbia/Snake River system and onto ocean vessels for international distribution.

*Economic Trends:*
The economy in Clark County and the City of Vancouver is interlinked with the Portland, Oregon metropolitan region's economy. Between 1990 and 2000 the Portland metropolitan area gained more new residents than the Seattle-Bellevue-Everett metropolitan area. The Clark County population grew by 45 percent — the highest rate of growth in the State of Washington and also the highest rate of growth in the Portland metropolitan area. Non-agricultural employment grew at the same pace. Employment growth peaked at 7.3 percent in 1994. There were two major driving forces behind these high rates of employment growth. The first factor was significant new investment in high-technology manufacturing. The second key driver was population expansion, which induced growth in consumer-related industries. The metropolitan regional economy is expected to remain strong, especially in the technology sector. However, economic growth is expected to be lower than the 1990s due to the downturn in the aluminum, forest products, and agriculture business. The economy of the Mid-Columbia region, including Skamania and Klickitat counties has traditionally been resource-based but it is unlikely to be a major source of economic growth for the future. During the 1990s this Mid-Columbia region began to diversify its economic base through encouraging tourism development, which is likely to continue in the future.

**Members:** Counties: *Clark, Skamania, and Klickitat;*

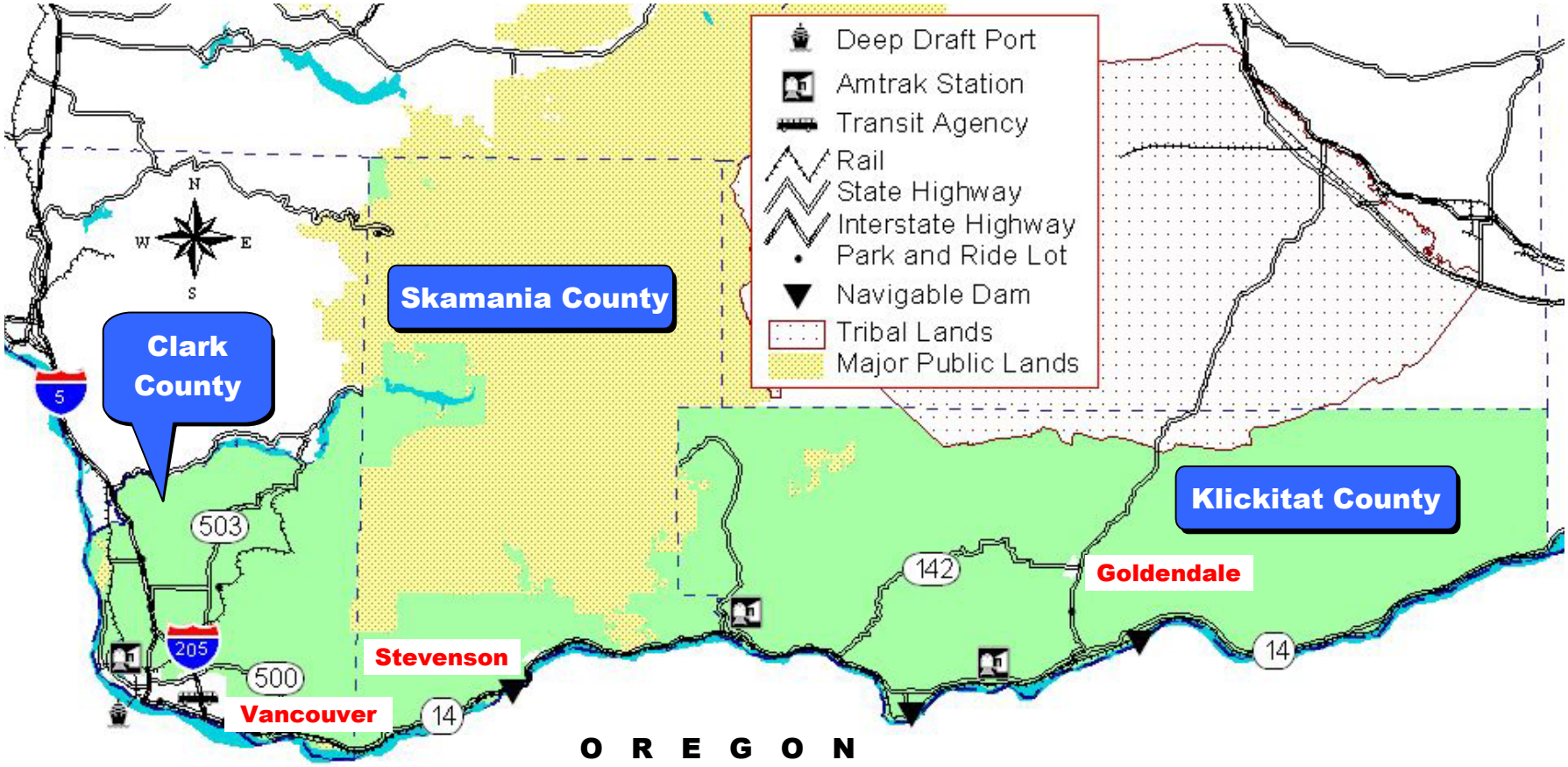
Cities: *Vancouver, Camas, Battle Ground, La Center, Ridgefield, Washougal, Woodland (part), Yacolt, North Bonneville, Stevenson, Bingen, Goldendale, and White Salmon;*

Transit Agencies: *C-Tran, and Tri-Met (commuter only);*

Ports: *Vancouver, Camas-Washougal, Ridgefield, Klickitat, and Skamania;*

Tribal Nations: *Yakama Nation;*

State Agency: *WSDOT*


Deep Draft Port
Amtrak Station
Transit Agency
Rail
State Highway
Interstate Highway
Park and Ride Lot
Navigable Dam
Tribal Lands
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Skamania County
Clark County
Klickitat County
Goldendale
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142
14
O R E G O N

## Transportation Priorities:

I-5 Corridor:

Interstate 5 South in Vancouver is forecast to experience the most congestion and resulting traffic delay of any corridor in the Southwest Washington Regional Transportation Council area. In addition to highway improvements, high-capacity transit improvements have been identified for this corridor to encourage multi-modal transportation improvements. The Interstate Bridge on I-5 is a major bottleneck during peak periods. Peak period congestion is forecast to spread into mid-day and restrict access to downtown Vancouver, the Port of Vancouver, and key business and industrial facilities. Interstate 5 congestion will divert enough traffic to the I-205 Bridge that it will also be over capacity during the peak period. Highway capacity and interchange improvements are also needed on I-5 north of Vancouver where high levels of population and employment growth are projected on the urban fringe. Forecast growth in freight and passenger rail will also result in the need for additional rail capacity in the yards, ports, and mainline. Specific improvements (including freight mobility enhancements, HOV lanes, Express Bus, and light-rail transit) are currently being analyzed in the *I-5 Transportation and Trade Partnership Study* jointly sponsored by the Washington and Oregon Departments of Transportation.

I-5 Interstate Bridge looking north toward Vancouver

Interstate 5 corridor projects identified in the Regional Plan include:

- Increase capacity at the I-5 Columbia River Bridge Crossing for both highway and high capacity transit.
- Widen I-5, including an HOV lane from 99th Street to the 134th Street interchange.
- 134th Street interchange improvements, including relocation and expansion of the transit park & ride lot.
- Interchange improvements north of 134th Street at 179th and 269th Streets plus adding a new interchange at 219th Street.

***RTC Needs***

***Congestion Management projects:***

***State Highways $2,438.6 million***

***RTC Needs***

***Congestion Management projects:***

***State-Interest Facilities:***

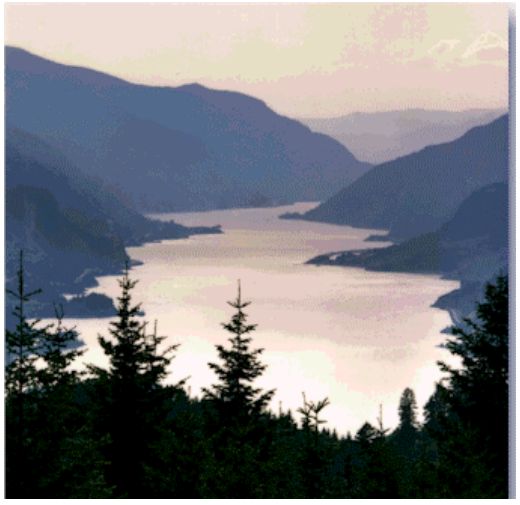
| | |
|---|---|
| ***Transit*** | ***$1,629.3 million*** |
| ***Bike*** | ***$57.8 million*** |
| ***Transportation Demand Management*** | ***$14.9 million*** |

Vancouver Metropolitan Area Improvements:
High levels of economic and traffic growth are expected to continue in east Clark County. Interstate 205 between the Columbia River and 134th Street, SR 500 between I-5 and 141st Avenue, and SR 14 between I-5 and the city of Washougal are all high priorities in this part of the region. Interstate 205 shows the second highest need (after I-5 South) for capacity and interchange improvements. The at-grade intersections on SR 500 — a key east-west connector between I-5 and I-205 — are high accident locations. Additional park and ride lots are needed on I-205 and SR 500, which along with I-5 are designated as high-capacity transit corridors. RTC ranks SR 14 third in traffic delay behind I-5 and I-205. It is an important facility providing access to high tech firms in East Clark County and it is an important facility for regional east-west freight movement. The lack of improvement on each of these corridors has already raised significant *concurrency* — requirement for supporting infrastructure concurrently with development — issues under Washington's Growth Management Act.

Salmon Creek Park & Ride near junction of I-5 and I-205

Vancouver metropolitan area projects identified in the Regional Plan include:

- Interchange and ramp improvements on I-205 at Mill Plain, 18th Street, 28th Street, SR 500, and 83rd Street.
- Widening SR 14 to 6 lanes from I-205 to 164th Avenue and to 4 lanes through the city of Washougal.
- On SR 500 - Ramp improvements, auxiliary lanes, and remove or replace at grade intersections at St. Johns Road, 42nd Avenue, 112th Avenue, and improve intersections at 121st and 141st Avenue.


Columbia River Gorge

The Columbia River Gorge:
State Route 14 is a scenic highway on the north side of the Columbia River. It is narrow with frequent curves. Many of its facilities are aging and deficient compared with modern standards. For example, there are seven tunnels along SR 14 in the Mid-Columbia region. The accident rate is above average in the vicinity of these tunnels. Generally, these tunnels have 24-foot wide pavement, no lighting, and limited clearance. Two bridges in the Mid-Columbia region (Bridge of the Gods and the SR 35 Hood River Bridge) are old and narrow.

The Columbia River is especially important for barge and ocean ship freight. The Port of Vancouver along with six other lower Columbia River Ports in Washington and Oregon (Astoria, Kalama, Longview, Portland, St. Helens, and Woodland) recommend

deepening the channel from 40 to 43 feet. More than 70 percent of container ships in the transpacific fleet are constrained by the current 40 foot depth between Vancouver and the coast.

Columbia River Gorge projects identified in the WTP update and the Regional Plan include:

- Widening sections of SR 14 to include center turn lanes and climbing lanes.
- Rockfall improvements to 31 high-risk locations on SR 14. The majority of these improvements are located within the Columbia River Gorge National Scenic Area.
- SR 14 Marble Road to Half Bridge corridor improvements to reduce accident rates through curve upgrades and intersection improvements.

Removing loose rock and existing timber liner from Lyle Tunnel on SR 14

| *RTC Needs* | |
|---|---|
| ***Freight Movement projects:*** | |
| ***State Highways*** | ***$67.5 million*** |

**RTC Transportation Facts:**

- Clark County was Washington's fastest-growing county during the 1990s, with the population shooting up by 45 percent in 10 years.
- Between 1990 and 1997 employment rose 33% and vehicles miles traveled increased 31%.
- C-Tran in Clark County currently has 18 vanpools in operation.

## SOUTHWEST WASHINGTON REGIONAL TRANSPORTATION PLANNING ORGANIZATION (SWRTPO)
## COWLITZ-WAHKIAKUM COUNCIL OF GOVERNMENTS (CWCOG)

The Southwest Washington Regional Transportation Planning Organization (SWRTPO) is a five-county area that includes Cowlitz, Grays Harbor, Pacific, Lewis, and Wahkiakum Counties. The Cowlitz-Wahkiakum Council of Governments (CWCOG) is the Metropolitan Planning Organization for the area consisting of the Longview-Kelso, WA – Rainier, OR urban area. All other portions of the five counties not served by the MPO are part of the RTPO.

Mt. St. Helens

The SWRTPO area encompasses a large and geographically diverse region ranging from the crest of the Cascade Mountains west to Pacific beaches and from immediately north of the Vancouver metropolitan area to just south of Olympia. The Kelso-Longview and Aberdeen-Hoquiam areas support active deep-draft ports and major employers in paper, timber, steel, aluminum and regional medical facilities. Much of the region's 8,064 square miles is mountainous and relatively unpopulated. Most communities are located along the primary transportation corridors – Interstate 5, the coastline and coastal harbors, and the lower Columbia River. Mount St. Helens stands out as the most well-known landmark in the region, attracting tens of thousands of visitors every year.

*Major Transportation Facilities:*
The SWRTPO region's major transportation facilities connect a diverse geography — the Pacific Coast, the Columbia River Valley, and the counties along I-5 between the Coast and Cascade mountain ranges. The I-5 corridor and the BNSF/Amtrak rail lines run north and south through Cowlitz and Lewis Counties. Other critical facilities include the Columbia River marine highway, the US 101 Coastal Corridor, three state highways that connect the coastal counties to I-5 (SR 4, SR 6 & US 12), and four public transit systems. US 12 also connects across the Cascade Mountains to Eastern Washington.

Port of Grays Harbor

*Demographics:*
The population for the five-county area was 253,550 in 2000. This represents more than 4 percent of the state population. Cowlitz County has the largest population, 92,948 — almost 37 percent of the region. Pacific County's population of 65 years and older is 22.6 percent of its total population compared to the state percentage of 11.2 percent.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Cowlitz County: | 92,948 | 81.6 | $37,189 |
| Grays Harbor County: | 67,194 | 35.1 | $31,091 |
| Lewis County: | 68,600 | 28.5 | $32,557 |
| Pacific County: | 20,984 | 22.5 | $28,131 |
| Wahkiakum County: | 3,824 | 14.5 | $35,446 |

**SWRTPO Freight Facts:**

- The bulk of the freight truck trips originating from this region have destinations in Western Washington.
- Aberdeen is one of the largest generators of freight truck traffic within the CWCOG.
- Longview is one of the most frequent destinations of freight truck traffic within the CWCOG.

*Eastern Washington Intermodal Transportation Study November 1995*

*Freight Movement:*
The majority of truck trips support the area's timber-based economy and the needs of the local population. Most of these counties are heavily dependent on the wood and paper products industry. Grays Harbor County also relies on the seafood industry and Lewis County bases some of its economy on solid waste processing. The types of freight that travel by rail through this region are: express intermodal trailers and containers, grain, manufactured goods and merchandise, and coiled steel.

*Economic Trends:*
Southwest Washington's economy is highly dependent on its transportation system. The region plays a significant role in interstate and international transportation with its many land and marine ports. Like much of Western Washington, economic diversification is a fundamental goal with the transition from a resource-based economy. Manufacturing continues to be a strong sector, especially in Cowlitz and Lewis counties. All along the I-5 corridor and in Grays Harbor County, several thousands of acres of industrial land are available for development. Lingering high unemployment rates persist, although the timber and seafood industries are still an important part of the region's economic base. Expansion of rural tourism is critical to the coastal counties, which are recovering more slowly from the economic changes that have taken place. The Satsop Development Park in Grays Harbor County is an example of current efforts to introduce new industries such as telecommunications and energy technologies.

## SWRTPO Transportation Facts:

- Between 1970 and 1997 population grew 31%, while registered vehicles increased 84%.
- The I-5 corridor through Lewis County has an average daily traffic count of 48,000, 16% of that daily traffic is trucks.
- The intersection serving the Longview/Kelso industrial area, — SR 432 and SR 433, the Lewis and Clark Bridge — has the second highest freight traffic in the state.
- Grays Harbor Transit Authority currently has plans to implement a vanpool program to the new correctional facility in the county.

Railroad lines serving this region are: Burlington Northern Santa Fe, Union Pacific, Lewis and Clark. Amtrak provides passenger rail service.

**Members:** Counties: *Cowlitz, Grays Harbor, Lewis, Pacific and Wahkiakum;*

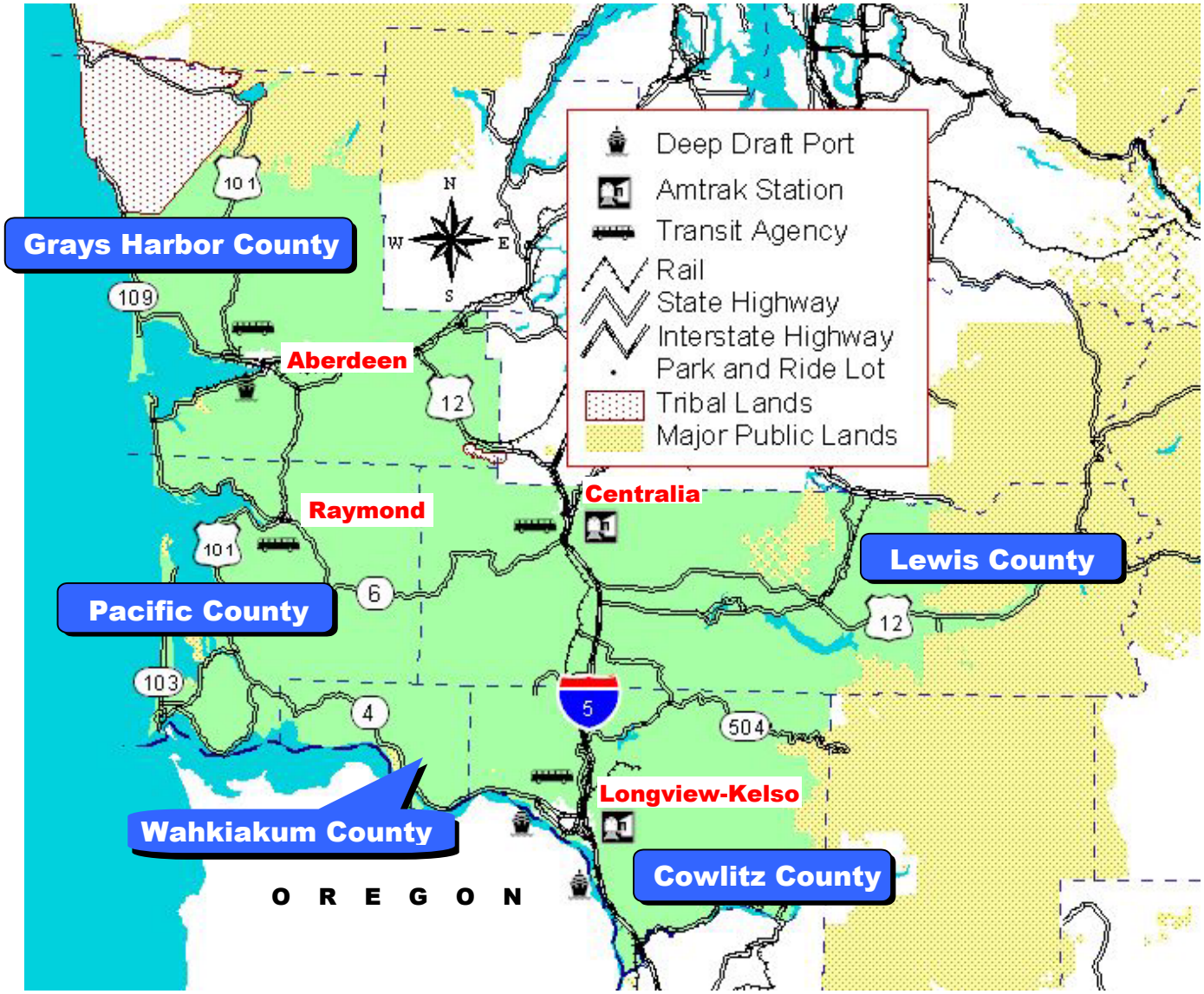
Cities: *Aberdeen, Castle Rock, Cathlamet, Centralia, Chehalis, Cosmopolis, Elma, Hoquiam, Ilwaco, Kalama, Kelso, Long Beach, Longview, McCleary, Montesano, Morton, Mossyrock, Napavine, Oakville, Ocean Shores, Pe Ell, Raymond, South Bend, Toledo, Westport, Winlock, Woodland and Vader;*

Transit Agencies: *Grays Harbor Transit Authority, Pacific Transit System, Twin Transit, and Cowlitz Transit Authority;*

Ports: *Centralia, Chehalis, Chinook, Grays Harbor, Ilwaco, Kalama, Longview, Peninsula, Willapa Harbor, Wahkiakum Districts 1 & 2 and Woodland;*

Tribal Nations: *Chehalis, Quinault, and Shoalwater Bay;*

State Agency: *WSDOT*


Deep Draft Port
Amtrak Station
Transit Agency
Rail
State Highway
Interstate Highway
Park and Ride Lot
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Grays Harbor County
Aberdeen
Raymond
Centralia
Lewis County
Pacific County
Wahkiakum County
Longview-Kelso
Cowlitz County
OREGON
101
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504

## Transportation Priorities:

Congestion Management on I-5 Corridor: Interstate 5's existing two-lane alignment in each direction creates some bottlenecks, especially through the Chehalis and Centralia urban areas. Adding capacity to the I-5 corridor from North Cowlitz County through Lewis County is the number one priority for the SWRTPO. Improvements to I-5 in Lewis County require continued support for the development of flood control measures in the Chehalis River basin to protect the interstate and rail corridors.

I-5 between Chehalis and Centralia

Interstate 5 corridor capacity projects identified in the Regional Transportation Plan include:

| *SWRTPO Needs Congestion Management projects:* | |
|---|---|
| *State Highways* | *$1,995.0 million* |
| *Amtrak Cascades* | *$378.9 million* |

- Addition of a third travel lane in each direction to alleviate congestion, enhance safety, and create route continuity through the entire region.
- Potential arterial street improvements in Chehalis and Centralia to reduce short distance local trips on I-5.
- Implement flood control measures in the Chehalis River basin to prevent flood impacts on mainline interstate and rail facilities.

Freight Movement: The region's ports play an important role in interstate and international freight movement, by truck, rail and ship. Several high priority projects are being developed to ensure the ability to keep up with the demand to move goods through the region and the state. The Columbia River Channel Deepening will allow for larger container ships to access Lower Columbia River ports, increasing the capacity to seamlessly transfer bulk commodities from rail to ship and vice versa. Major capacity expansion projects for the Kelso-Longview industrial corridor have been identified in the SR 432 Route Development Plan. The mainline BNSF railroad is an essential transportation facility that requires significant capacity expansion in order to move increasing train traffic and, where possible, to separate passenger from freight rail.

Examples of regionally significant freight mobility projects:

- Columbia River channel deepening.
- SR 432 industrial bypass Route Development Plan.
- Load transfer facilities and new spur and loop tracks at the Port of Grays Harbor.

| *SWRTPO Needs Freight Movement projects:* | |
|---|---|
| *State Highways* | *$275.3 million* |
| *Aviation* | *$5.7 million* |
| *Marine Ports* | *$210.7 million* |

Economic Development and Rural Mobility: The region depends on the state highway system for strengthening and diversifying the economy, especially in the rural and coastal areas. Tourism is a fundamental component of the overall strategy. Tourists, local residents, and a high proportion of trucks all compete for space on the scenic rural highways. Preserving and improving these corridors is crucial to sustain the rural economy.

SR 101 at Station Camp - Lewis & Clark Site

Examples of economic development & rural mobility projects:

- Construct passing and truck climbing lanes on rural routes (SR 4, SR 6, US 12, US 101, SR 105, SR 107 & SR 109).
- Improvements to facilities on SR 4 to accommodate visitors for the Lewis & Clark Bicentennial Commemoration - Grays Harbor (Westport to Ocean Shores) vehicular ferry.
- Replacement of US 101/Hoquiam bridge.
- Completion of SR 109 from Taholah to Queets.

Raymond - South Bend Trail

Transit and Non-motorized Transportation: The SWRTPO region supports continued development of rural public transportation and other regional facilities that will improve bicycling and walking. Multi-use pathways are becoming an important facet of local tourism development efforts.

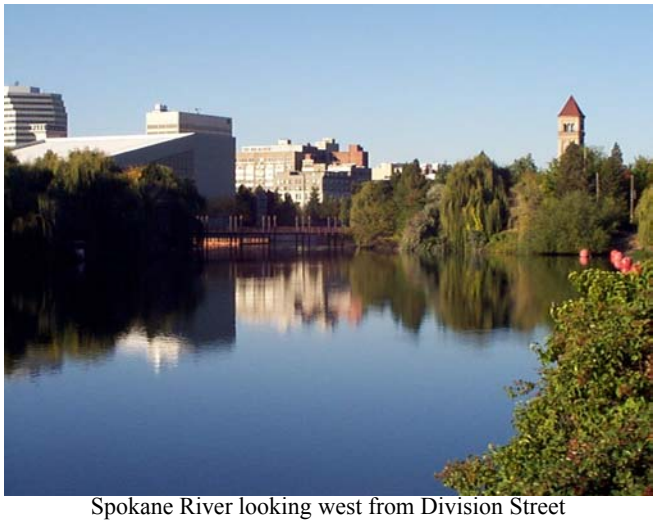
Examples of projects to improve transit, bicycle, and pedestrian transportation are:

- Increased funding for transit linkages between existing urban systems.
- Grade separated intersections of community roadways and the BNSF/Amtrak rail corridor.
- Completion of the Cross-State Rail Trail between Chehalis and Raymond.
- Completion of the Discovery Trail multi-use pathway from Long Beach through Ilwaco east to Fort Columbia State Park.

| ***SWRTPO Needs*** | |
|---|---|
| ***Congestion Management projects:*** | |
| ***State-Interest Facilities:*** | |
| ***Aviation*** | ***$0.3 million*** |
| ***Transit*** | ***$35.3 million*** |
| ***Ferry*** | ***$3.1 million*** |

## SPOKANE REGIONAL TRANSPORTATION COUNCIL (SRTC)

Spokane County is designated as a Transportation Management Area (TMA) and the Spokane Regional Transportation Council (SRTC) is the Metropolitan Planning Organization (MPO) for Spokane County. SRTC also serves as the Regional Transportation Planning Organization for Spokane and Whitman counties. The Spokane Metropolitan Area is the largest population center in Eastern Washington, with a 2000 population of 417,939. The county covers an area of 1,764 square miles.


Spokane River looking west from Division Street

The predominant physical feature of the county is the Spokane River, which runs directly through the heart of Spokane. It has shaped transportation development in the region for decades, and will continue to do so. Largely due to the area's outstanding quality of life and its beautiful and abundant natural amenities, Spokane continues to grow in both population and employment. Whitman County, located to the south of Spokane, offers ample opportunities for a more rural and pastoral lifestyle. Its population in 2000 was 40,740 and it covers an area of 2,159 square miles. Pullman is Whitman County's major population center and the location of Washington State University.

**Spokane County Population**

1990 – 361,364
2000 – 417,939
2005 – 430,175
2025 – 607,899


Clock tower in Riverfront Park, Spokane

*Major Transportation Facilities:*
Interstate 90, which traverses Spokane County in an east/west direction through the Spokane Valley, is the major transportation facility serving the area. This facility connects directly with several other significant transportation links, such as US 2, US 195, and US 395. The Burlington Northern Santa Fe and Union Pacific railroads have major lines that also run through the Spokane Valley transportation corridor. Consequently, I-90 also provides access to important rail intermodal facilities. Spokane International Airport and Fairchild Air Force Base are located in the Airway Heights area of Spokane County. Felts Field, located in the urban area, is also an important air facility. Spokane County is also served by Spokane Transit Authority (STA). STA's main passenger terminal is located in the heart of Spokane's central business district.

*Demographics:*
The population of the two-county (Spokane and Whitman) RTPO was 458,679 in 2000. This represents almost 8 percent of the state population.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Spokane County: | 417,939 | 236.9 | $35,691 |
| Whitman County: | 40,740 | 88.6 | $33,952 |

*Freight Movement:*
The city of Spokane is the regional wholesale distribution and service center for much of Eastern Washington. Spokane City-based trucks provide service to more than 60 Eastern Washington communities. Approximately 650 truck trips originate from the city of Spokane each day. More than half of those trips end up in Eastern Washington and about another third end up out of state. Intermodal trailers and containers, grain, merchandise, and lumber and lumber products are the types of freight shipped via rail.

e: Burlington Northern Santa Fe, Union Pacific, Palouse and Coulee City, and Camas Prairie Railnet. Amtrak provides passenger rail service.

*Economic Trends:*
Historically, Spokane has had an agricultural, mining, and lumber-based economy. However, efforts to diversify the economy have been successful in recent years. Several high-tech and manufacturing firms have chosen to locate in Spokane County. The area continues to develop its higher education and technical resource infrastructure in order to capitalize on growth in knowledge-based industries. Spokane is also considered to be at the heart of the Inland Empire. It provides important medical services for residents as far away as Northern Idaho, Western Montana, and Eastern Oregon. A safe and efficient transportation system throughout the county is critical to not only the continued development of economic and employment opportunities, but to the delivery of existing regional services as well.

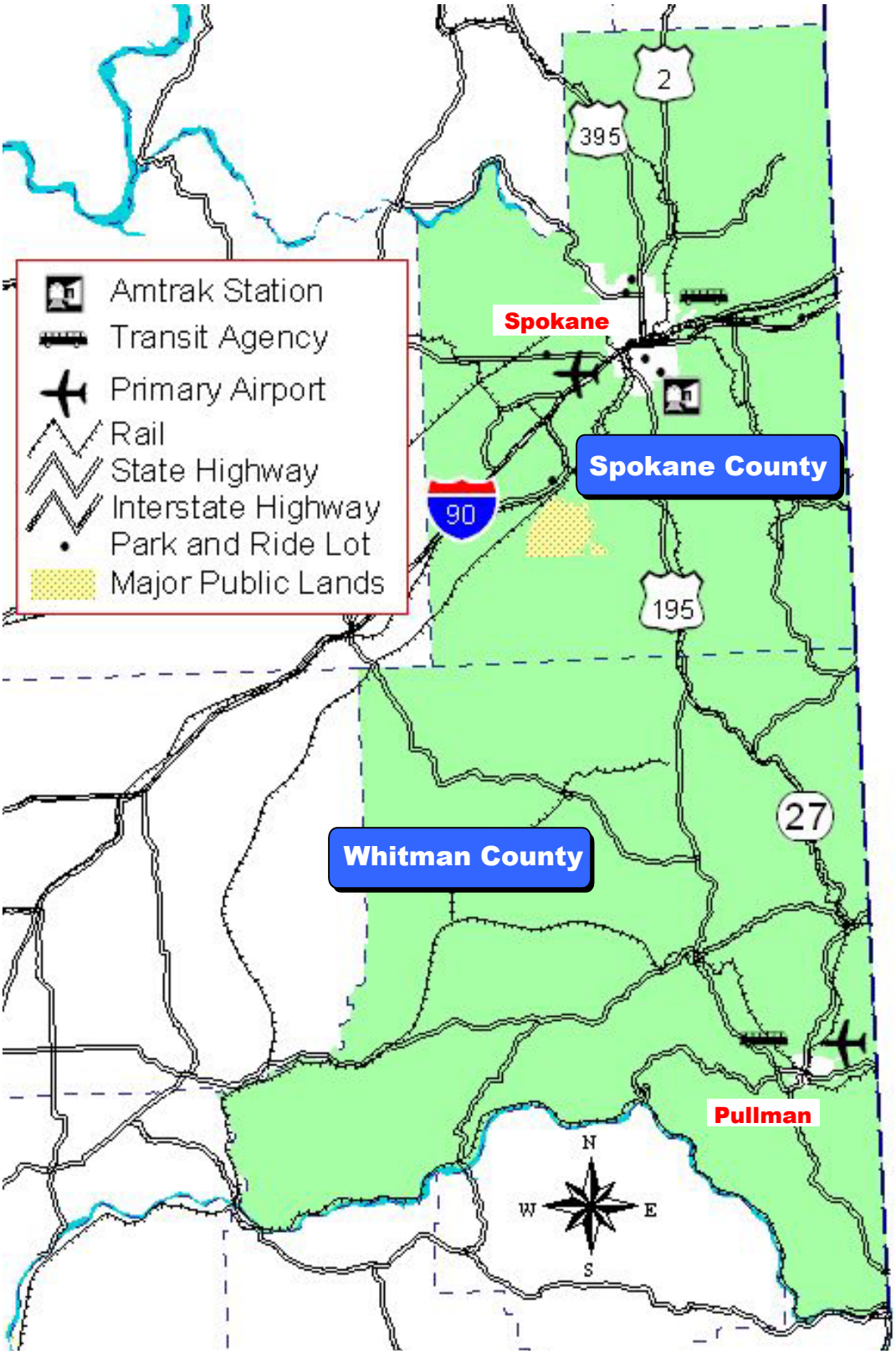
**Members**: Counties: *Spokane and Whitman;*

Cities: *Airway Heights, Cheney, Colfax, Colton, Deer Park, Endicott, Fairfield, Farmington, La Crosse, Lamont, Latah, Liberty Lake, Malden, Medical Lake, Millwood, Oakesdale, Palouse, Pullman, Rockford, Rosalia, Spangle, Spokane, St. John, Tekoa, Uniontown, and Waverly;*

Transit Agencies: *Spokane Transit Authority*;

Business: *Northwest Stage Lines — representing private-sector transportation providers*;

State Agencies: *WSDOT, Idaho Department of Transportation, and Spokane County Air Pollution Control Authority*


Amtrak Station
Transit Agency
Primary Airport
Rail
State Highway
Interstate Highway
Park and Ride Lot
Major Public Lands
2
395
90
195
27
Spokane
Spokane County
Whitman County
Pullman
N
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IDAHO

## Spokane County Transportation Priorities:

Safety: Several corridors have substandard designs that interfere with the safe and efficient movement of people and goods. This is especially true in those corridors used by alternative modes of transportation such as bicycles and public transit. Specific projects have been identified on several regional transportation facilities, such as US 395 in the Deer Park vicinity and US 195 just to the south of I-90, to address this issue.

One project, "Bridging the Valley", will also significantly improve freight and goods movement into and through the Spokane area. Two Class I railroads operate mainlines which traverse the Spokane metropolitan area and connect with Kootenai County, Idaho to the east. One of those lines forms part of Burlington Northern Santa Fe's principal east-west transcontinental route. Together the lines have 72 at-grade crossings between Spokane and Athol, Idaho. Creation of a common corridor is considered a viable means of reducing at-grade crossing hazards through crossing elimination or grade separation.

***SRTC Needs***

***Freight Movement projects:***

| | |
|---|---|
| ***State Highways*** | ***$101.4 million*** |

*In Spokane County, there are more than 6 million vehicle miles traveled each day. By 2025 that number is expected to grow to almost 12 million.*

Critical Corridors: The adopted Metropolitan Transportation Plan identifies several corridors as part of the regional Congestion Management System. Many of these corridors are, or will soon be, congested. Failure to implement projects identified for these corridors will jeopardize Spokane's air quality attainment status due to excessive auto emissions created by increases in vehicle delay. Several critical projects are listed below.

I-90 from Custer Street overpass.

- Spokane Valley Light Rail System – This project will provide an efficient and reliable alternative for transportation through the Spokane Valley corridor between Liberty Lake and Spokane.
- The North Spokane Corridor Limited Access Facility – This project will provide significant congestion relief for many arterials in the urban area.
- I-90 Improvements – Ultimately, additional lanes for I-90 are planned between Argonne Road and the Idaho State line. In the near term, construction of additional lanes between Argonne Road and Sullivan Road interchange is considered critical.

- Urban Area Connectors – A series of limited access facilities, which generally circumscribe the Spokane area, have been proposed to help alleviate congestion in the urbanized area. Some projects entail improvements to existing facilities while others are new construction projects. The first of these, "Bigelow Gulch," is proposed for construction in the near future.

***SRTC Needs***

***Congestion Management projects:***

***State Highways $2,362.0 million***

Spokane Transit Authority Plaza

Transit: The loss of MVET funding to support public transportation has compromised the region's ability to effectively address growing needs in the Spokane metropolitan area and rural communities that are dependent on transit services to the urban area. It is important to continue seeking funding solutions for this critical transportation need. Included in the MTP are transit facilities proposed by Spokane Transit Authority. These facilities would provide more efficient transit services by providing operating centers located outside the downtown core.

Connecting Communities: The 2000 Census data shows Kootenai County in the state of Idaho is very near to becoming a designated metropolitan area. The growing economic and transportation dependency between Spokane and Kootenai counties makes the need for collaborative transportation planning at the regional level essential.

***SRTC Needs***

***Congestion Management projects: State-Interest Facilities***

| | |
|---|---|
| ***Aviation*** | ***$151.8 million*** |
| ***Transit*** | ***$350.6 million*** |
| ***Transportation Demand Management*** | ***$1.3 million*** |

*In Spokane County, if the 3,200 vehicles removed each morning through the Commute Trip Reduction program were added back to the region's highways, the equivalent of 5.7 additional lane miles would be needed to accommodate the demand.*

*Source: Spokane County Commute*

Intermodal Building
SRTC offices, third floor, 221 West First Avenue, Spokane

Bike and Pedestrian Facilities:
There are several important bike and pedestrian facilities that link major regional employment, residential and recreational destinations. Perhaps the most important of these is "Centennial Trail". This paved facility connects Coeur D'Alene, Idaho with Spokane. It connects with additional trails that provide pathways to other Eastern Washington communities, such as Cheney, which is the home of Eastern Washington University. The region emphasizes the integration of multimodal facilities into more traditional highway improvements as a way to effectively encourage alternative modes of transportation.

Centennial Trail heading downtown from Division Street Bridge

The four universities in Spokane and Whitman Counties show increased growth in their fall 2001 enrollment figures. Gonzaga and Eastern Washington Universities, as well as Whitworth College, have record-high freshman enrollment. Washington State University reports its second-largest freshman enrollment in school history.

## Whitman County Transportation Priorities:

Issues surrounding freight and goods movement to the Snake River barge system and state highways are critical to the economic viability of the Palouse. In addition, there is a need to address access from rural communities to services in Pullman, Colfax, and Spokane. Lastly, sufficient resources to operate and maintain the existing regional transportation system to all-weather road standards is an issue that may create a mounting demand for transportation resources that are not currently available.


Barge on the Snake River just downstream from the Lower Granite Dam

Transportation Funding: Funding is a transportation priority that is highly relevant to issues in both Spokane and Whitman counties. Current funding mechanisms fall short in their ability to support the maintenance and preservation of local street systems that are not on the Federal Functional Classification system. Sustainable funding levels not tied to competitive grant programs are essential if local cities and counties are going to be able to both operate and maintain a cohesive transportation system in the communities they serve.

## THURSTON REGIONAL PLANNING COUNCIL (TRPC)


Freight Access by Rail (FAR) Corridor Thurston

The Thurston Regional Planning Council (TRPC) represents a fast growing, diverse region with urban, suburban, and rural land use and transportation needs. The seat of the state government, Thurston County serves as a physical link between the Seattle-Tacoma metropolitan region to the northeast and the rural regions to the south, west, and east.

The TRPC — covering 727 square miles — is a 15-member intergovernmental board serving as the area's MPO and RTPO. Representatives from the cities of Lacey, Olympia, Tenino, Tumwater and Yelm, the towns of Bucoda and Rainier, Thurston County, Intercity Transit, Port of Olympia, Griffin and North Thurston School Districts, the Nisqually Tribe, Timberland Regional Library, the Thurston Conservation District and the Evergreen State College comprise the Council.

*Major Transportation Facilities:*
The primary transportation facilities of the region are I-5, US 101, and the Centennial Rail Station. Another critical service in this region is Intercity Transit. The I-5 corridor is the most heavily traveled freight corridor in the state. Most of the freight heading into or out of the central Puget Sound region passes through Thurston County via I-5 and/or US 101. A planned freight mobility strategy is needed to address the movement of these goods and services. Otherwise increasing congestion on the I-5 corridor in Lacey, Olympia, and Tumwater will have a detrimental impact in the region.

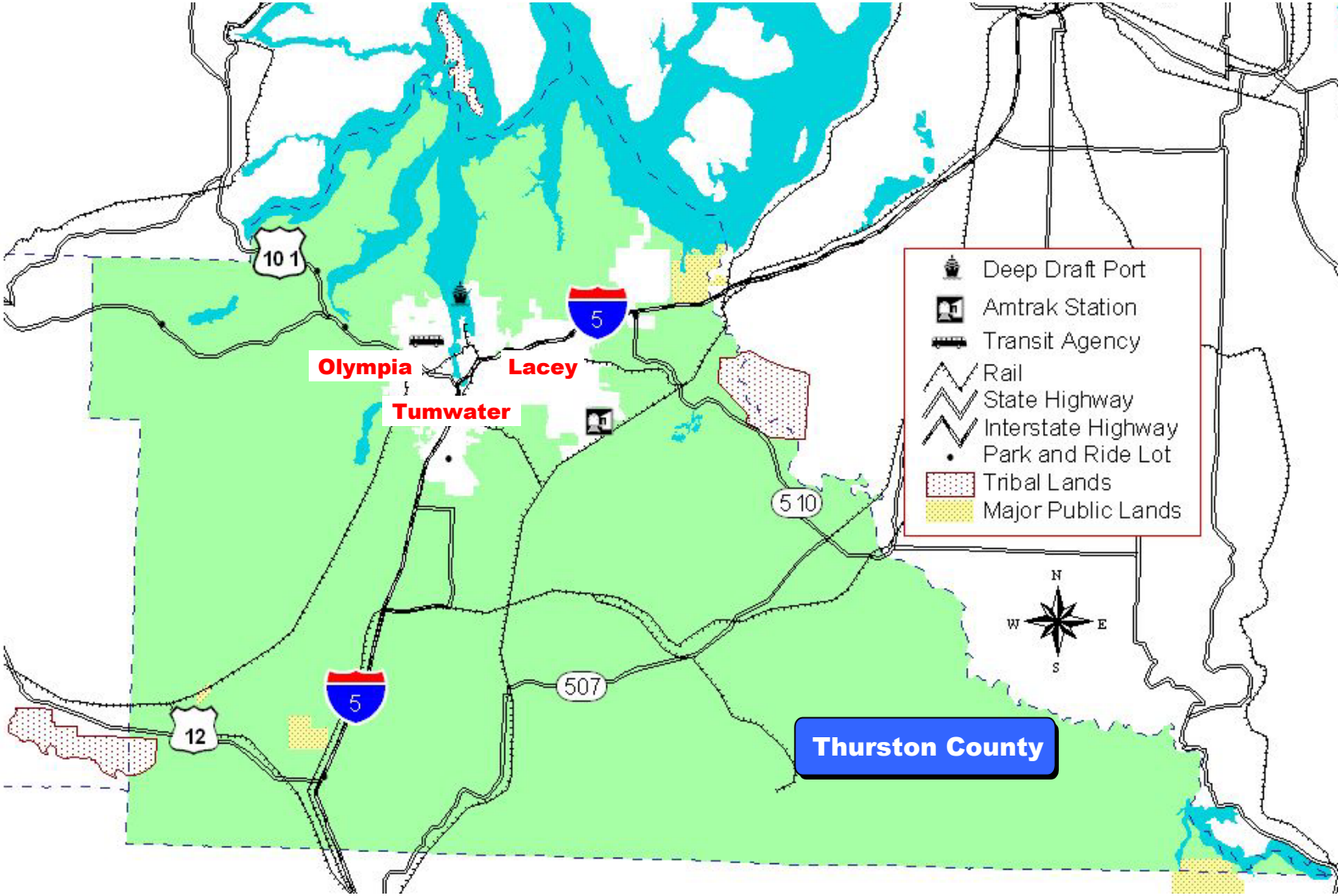
Travel demand management strategies, in conjunction with adopted land use plans and transit service levels, can achieve a 20 to 30 percent reduction in trips made by people driving alone in the urban corridors of Lacey, Olympia, and Tumwater by 2020. If growth in travel demand continues at the current pace, there will be enough need by 2020 to warrant two to three additional lanes in each direction on I-5 through Thurston County.

Railroads serving this region are: Burlington Northern Santa Fe, Union Pacific, and Tacoma Rail Mountain Division. Amtrak provides passenger rail service.

The type of freight that travels on the rails through this region is: intermodal trailers and containers, manufactured goods and merchandise, and lumber and lumber products.

*Demographics:*
The county experienced a 23 percent increase in population from 1990 to 1997, with a corresponding 21 percent increase in employment. During the same period the region also experienced a 30 percent increase in vehicle miles traveled (VMT).

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Thurston County: | 207,355 | 285.2 | $42,360 |


Deep Draft Port
Amtrak Station
Transit Agency
Rail
State Highway
Interstate Highway
Park and Ride Lot
Tribal Lands
Major Public Lands
Olympia
Lacey
Tumwater
Thurston County
10 1
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507
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S

## Transportation Priorities:

The following list of issues and projects are reflected in the Transaction 2020: Thurston Regional Plan.

Reconstruction:
The February 2001 earthquake destroyed essential regional corridor and arterial facilities. An example of a project that addresses this problem is:

- Deschutes Parkway Seismic Retrofit Project.

Deschutes Parkway Earthquake Damage

Efficient System Management & Operations:
Cost-effective investments are needed to increase operating efficiency and preserve limited capacity on I-5. A project identified in the Regional Transportation Plan is:

- ITS example: Urban Area Investments in Traffic Monitoring ITS Technologies.

Integration & Connectivity Trails:
Construction of I-5 through the urban area of the Thurston region bisected Lacey, Olympia, Tumwater and other parts of Thurston County, reducing non-motorized travel opportunities for those neighborhoods, businesses, and employment centers on either side of the divide.

- TRPC seeks state and federal support for the Chehalis-Western Trail "Bridging the Gap" Project, which would build a non-motorized span connecting the north and south segments of the Chehalis-Western Trail.

Integration & Connectivity Park and Ride:
Lack of capacity at regional park and ride restricts opportunity for I-5 congestion relief and reduces commute options for Thurston County residents. A submitted TDM solution to this problem is:

- Expand Marvin Road Interchange Park & Ride to 400 stalls.

Safety:
Narrow travel lanes, insufficient access management, and lack of bicycle and pedestrian facilities conflict with modern urban land use current design standards, creating unsafe travel conditions.

- Martin Way Regional Corridor Retrofit addresses this conflict with land use design standards.

Economic:
Freight mobility in Western Washington is increasingly restricted by congestion on both the I-5 corridor and on the Burlington Northern Santa Fe railroad mainline. A project submitted to address this issue is:

- Maximize use of publicly owned rail corridors as called for in the Freight Access by Rail (FAR) Corridor Study. The FAR Corridor alternative is likely the most cost-effective way of adding freight capacity to the I-5 corridor by upgrading under-utilized rail lines for non-priority freight trains.

Finance Need:
The deteriorating buying power of gas tax distributions to local agencies undermines the cost-effective preservation strategies of local roads and streets. Communities need a stronger financial base to maintain low life-cycle costs of these systems and to maximize taxpayer investments. A proposed solution to this problem is:

- Dedicate additional funds to pavement preservation programs and transit operations.

Chehalis-Western Trail

Accessibility & Mobility:
Lack of viable, convenient alternatives discourages people from using more efficient modes of transportation, and isolates those who do not drive. Examples of projects to address this issue are:

- Direct "Commuter Express" Transit Service from Olympia to Seattle.
- "South County Express" Service Providing Life-line Connections for Rural Communities.

Environment:
Traditional project development processes address environmental mitigation too late, which increases financial, environmental, and social costs, and diminishes opportunity for more sound solutions. An example of a project submitted to focus on this issue is:

- Pilot program integrating context sensitive design into regional project development process.

**Members:**
Counties: *Thurston*
Cities: *Olympia, Lacey, Tumwater, Tenino, and Yelm;*
Towns: *Bucoda and Rainier;*
Transit Agencies: *Intercity Transit;*
Ports: *Port of Olympia;*
Tribal Nations: *Chehalis Tribe and Nisqually Tribe;*
School Districts: *Griffin and North Thurston;*
Other: *Timberland Regional Library, Thurston Conservation District, and The Evergreen State College*
State Agency: *WSDOT*

## TRPC Transportation Facts:

- Commute Trip Reduction programs at Thurston County's largest employers have:
  - Since 1994 reduced the number of commute miles that employees drive alone by more than 30,000 miles daily.
  - Since 1993 reduced particulate air pollution by more than 1,150 pounds per day.
- The daily commute in the region is expected to double within the next two decades.
- Intercity Transit in Thurston County currently has 63 vanpools in operation with plans to add 39 more vanpools.

## WHATCOM COUNCIL OF GOVERNMENTS (WCOG)

The Whatcom Council of Governments (WCOG) is the Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO) for Whatcom County. As a MPO, WCOG is responsible for completing federal transportation planning requirements. As a RTPO, WCOG is responsible for meeting regional transportation planning requirements imposed by the Growth Management Act.

Chuckanut Drive,
looking toward the San Juan Islands

Whatcom County covers 2,164 square miles and lies in the furthest northwest corner of Washington State. It is bordered on the north by Canada, on the west by the Strait of Georgia and Bellingham Bay, on the east by Okanogan County, and on the south by Skagit County. Roughly two-thirds of the county is comprised of the Mt. Baker / Snoqualmie National Forest and North Cascade National Parks. The county also contains the Lummi Reservation, and the Nooksack Reservation and associated individual Tribal trust lands.

*Major Transportation Facilities:*
Major road facilities servicing the WCOG region include:

- North-South – I-5, SR 539, SR 543, and SR 9.
- East-West – SR 542, SR 544, SR 546, SR 548, H Street Road, Birch Bay-Lynden Road, East Smith Road, Bakerview Road, Lakeway Drive/Lake Louise Road.

There are approximately 221 miles of state-owned and maintained highways within the county, and 980 miles of county roadway within the unincorporated county. Traffic volumes on those facilities vary from less than 100 vehicles per day to more than 50,000 per day on I-5 and approximately 19,000 vehicles per day just north of the I-5/Guide Meridian Road (SR 539) interchange. I-5 is likely to experience significant congestion by 2022.

People and goods move in and through Whatcom County on different modes with different demands. Some facilities meet demand, others are inadequate. Non-roadway transportation modes within the county include:

- Ferry Service — Whatcom County provides Ferry service between Lummi Island and Gooseberry Point, carrying about 400,000 passengers per year.
- Rail Transportation — Burlington Northern and Santa Fe (BNSF) tracks provide north-south freight rail service and passenger rail service in cooperation with Amtrak. The types of freight that travel by rail include manufactured goods and merchandise, lumber and lumber products, and petrochemicals. The Port of Bellingham operates Fairhaven Station, an intermodal passenger facility offering connections among passenger rail, public transit, and privately-operated surface transportation providers.
- Marine Transportation — The Port of Bellingham operates a bulk shipping terminal at Bellingham Bay and the Bellingham Cruise Terminal, serving the Alaska Marine Highway System ferries as well as commercial cruise ships. The port also supports other transportation and recreation-oriented marine activities in Fairhaven.
- Multiple carriers provide air transportation for freight and goods at Bellingham International Airport.

- The Coast Millennium Trail is a regional north-south trail transportation system created from a broad public-private partnership. The trail connects population centers with employment centers and takes advantage of marine view opportunities along the Whatcom shoreline from Skagit County to White Rock, British Columbia.

| | Population *(2000)* | Persons Per Square Mile | Median Household Income *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Whatcom County: | 166,814 | 78.7 | $37,896 |

*Demographics:*
Whatcom County is the ninth largest county in the State with 166,814 people, representing 2.8 percent of the state's total population. Since 1990 the population has grown 30.5 percent.

*Freight Movement:*
The region's key industries are agriculture and food processing, fishing and fish processing, timber and wood processing, petroleum refining, manufacturing, retail trade, and tourism. Area shippers use highways, rail, marine, and air for freight movement. Marine transportation is especially important for the region's heavy industry. Phillips Petroleum, British Petroleum, and Alcoa-Intalco Works maintain piers at Neptune Beach and Cherry Point. Intalco, Georgia Pacific, and other industrial entities receive raw materials and ship product through the Port of Bellingham's Whatcom International Shipping Terminal on Bellingham Bay. Cross-border commercial traffic is increasing in excess of 10 percent per year. The four Cascade Gateway points-of-entry (Peace Arch, Pacific Highway, Lynden and Sumas) have seen an 80 percent increase in commercial truck traffic since the enactment of the North American Free Trade Agreement (NAFTA) in 1993. At the Cascade Gateway crossings, congestion costs truck companies more than $40 million annually. Truck backups stretch almost daily more than a mile from the border crossing down to the I-5 off ramp. This high level of demand is straining local infrastructure and outstripping the local economy's ability to maintain acceptable levels of service.

**WCOG Freight Facts:**

- Blaine's Pacific Highway border crossing accommodates the 4th largest volume of north border commercial traffic nationally.
- Of all northbound cross-border shipments by truck, 75% originate outside Whatcom County.

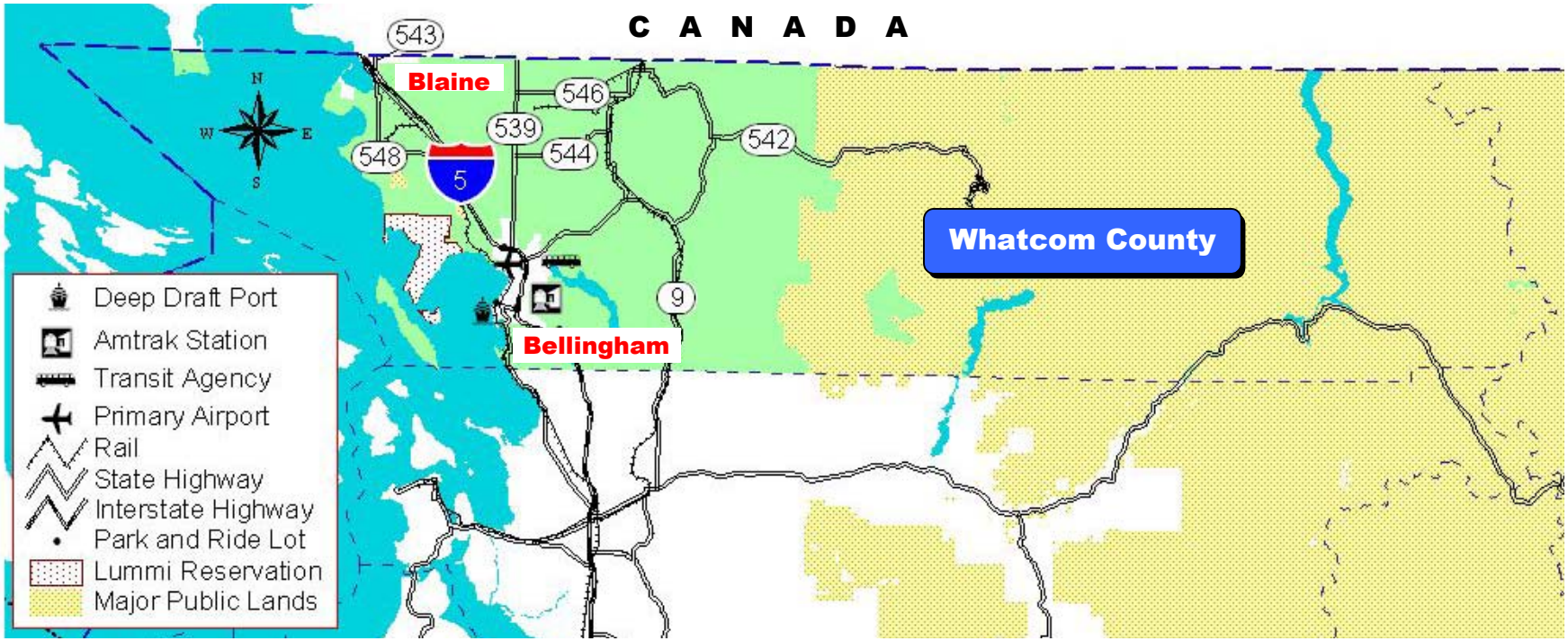
*Cross-Border Trade and Travel Study, 2001, Whatcom Council of Governments*

Picture Lake in the Mt. Baker Wilderness Area

*Economic Trends:*
Some older industries have diminished as a result of restrictions on extractive industries such as timber and fishing. While retail trade constitutes a large share of current business activity in Whatcom County, agriculture remains the largest industry based on dollar value. Growth is occurring in the following industries:

- Electronic and computer equipment,
- Petroleum refining,
- Communications,
- Recreation products,
- Business, Educational, Engineering, and Health Services,
- Transportation equipment, services, and distribution,
- Small business including cross-border.

Many of these growing sectors rely on the availability of fiber optics.




**MPO Policy Board Members**:

Counties: *Whatcom*;

Cities: *Bellingham, Blaine, Everson, and Lynden*;

Ports: *Port of Bellingham*

**RTPO Policy Board Members**:

Counties: *Whatcom*;

Cities: *Bellingham, Blaine, Everson, Ferndale, Lynden, Nooksack, and Sumas*;

Transit Agencies: *Whatcom Transportation Authority*;

Ports: *Port of Bellingham*;

Indian Tribes: *Nooksack Tribe, and Lummi Indian Nation*;

State Agency: *WSDOT*

## Transportation Priorities:

Peace Arch looking from US toward Canada

U.S./Canada Border Crossings: Canada is the U.S.'s largest trading partner. The county experiences one of the top five volumes of border crossings in the nation, with $33 million in trade crossing the border each day. Truck crossing volume has been increasing 10 percent per year. Meeting demand requires cooperation and the full use of various modal options and funding from outside the county. Whatcom transportation improvements need to be increased 10 percent across all state and federal sources to meet the demand created by international trade.

Improvement of the Regional System to All-Weather Standards: Frequent flooding and freeze-thaw cycles impose seasonal weight restrictions on facilities used by local and non-local industry. Imposed delays cost millions annually and extract substantial added maintenance costs from local agencies.

State Routes Connecting with U.S. Canadian Border Crossings and Those Providing East-West Mobility Must be Improved:

- SR 539 must be widened to safely accommodate growing levels of local, state, and international traffic.
- Interstate 5 interchanges must be revised to meet current standards. Preliminary work is needed to ensure efficient future access.
- SR 543 must be widened to accommodate current commercial vehicle demand. Border crossing efficiency improvements are in progress, but trucks back-up onto I-5 daily.
- SR 542 is badly congested to level of service (LOS) F and worse. Planned improvements need to be made in and outside Bellingham City limits.
- Some State Routes are afflicted with narrow, or non-existent, shoulders and are lined on both sides with deep ditches. State Routes 9, 542, 544, 546 exhibit these characteristics in many areas for a total of approximately 12.8 miles. These shortcomings should be corrected programmatically over the next 10 years.

| *WCOG Transportation System Needs:* | |
|---|---|
| ***State Highways*** | ***$732 million*** |
| ***State-Interest*** | ***$52 million*** |

Potential and existing local and international partnerships are available to assist in completion of these badly needed improvements serving federal, state, and local interests. Appropriate opportunities for access by other modes such as transit, bicycle, and walking must be included in these projects.

### WCOG Transportation Facts:

- Between 1970 and 1997 population grew 90%, while registered vehicles increased 160%.
- Between 1990 and 1997 population grew 22%, employment increased 16% and vehicle miles traveled rose 25%.
- Whatcom Transportation Authority currently has 18 vanpools in operation.

## YAKIMA VALLEY CONFERENCE OF GOVERNMENTS (YVCOG)

The Yakima Valley Conference of Governments (YVCOG) is the Metropolitan and Regional Transportation Planning Organization (MPO/RTPO) for 14 cities, towns, unincorporated communities, and Yakima County. The cities and urban growth areas of Yakima, Union Gap, Selah, and Moxee define the metropolitan area of this region. The remainder of the county, including its small cites and towns, defines the rural area and the RTPO boundary.

Looking south along SR 821 in the Yakima River Canyon

Yakima County is Washington State's second largest county, covering 4,296 square miles. It is located in the arid South Central region of Washington State. The city of Yakima serves as both county seat and the location of the YVCOG.

The Yakima Valley hosts the U.S. Army Yakima Training Center, and is the home of the Yakama Nation.

*Major Facilities:*
Due to the geology of Yakima County, access to the county is relatively unrestricted. The significant transportation facilities supplying access to and from this area of the state are: I-82, US 12, US 97, and SR 410 (Mather Memorial Parkway & All American Road). Other important regional facilities are Yakima Transit, SR 821 (Yakima River Canyon Road), and SR 24. The Yakima Training Center and Yakama Nation are both extensive land areas that are virtually inaccessible by the general public.

*Demographics:*

| | **Population** *(2000)* | **Persons Per Square Mile** | **Median Household Income** *(1997)* |
|---|---|---|---|
| Washington State: | 5,894,121 | 88.6 | $41,715 |
| Yakima County: | 222,581 | 51.8 | $30,822 |

Yakima County's population represents 3.8 percent of the state population.

*Freight Movement:*
The regional economy is heavily dependent on the agriculture, logging, and tourism industries. The primary economic exports are fruits, vegetables, and forest products. Trucks are the main form of freight movement in the area and the majority of truck trips support the area's agriculture and timber-based economy and the needs of the local population. According to the Washington State Freight Truck Study, more than 600 trucks per day depart from locations in Yakima County, usually bound for deep-water ports in Seattle or Portland, Oregon. Freight truck connections are closely tied to the I-82 or US 97 corridors, with US 12, SR 24, and SR 410 providing the key connecting highways for most of this region's communities.

| *YVCOG Needs Freight Movement projects:* | |
|---|---|
| ***State Highways*** | ***– $13.7 million*** |
| ***Local Roads*** | ***– $58.4 million*** |

The types of freight transported by rail in this region are: lumber and lumber products, and fertilizers. Railroads that serve this region are: Burlington Northern Santa Fe, Union Pacific, Toppenish, Simcoe, and Western.

*Economic Trends:*
Snow-fed irrigation makes Yakima a world leader in the production of apples, mint, cherries, and hops. Yakima County is first in the state in the production of poultry and livestock (*USDA Census of Agriculture, 1997*). Agricultural acreages include 1,639,965 acres of cropland, 96,859 acres of orchard land, and 15,292 acres of land devoted to wine grape production.

Viticulture is an important industry in the Yakima Valley

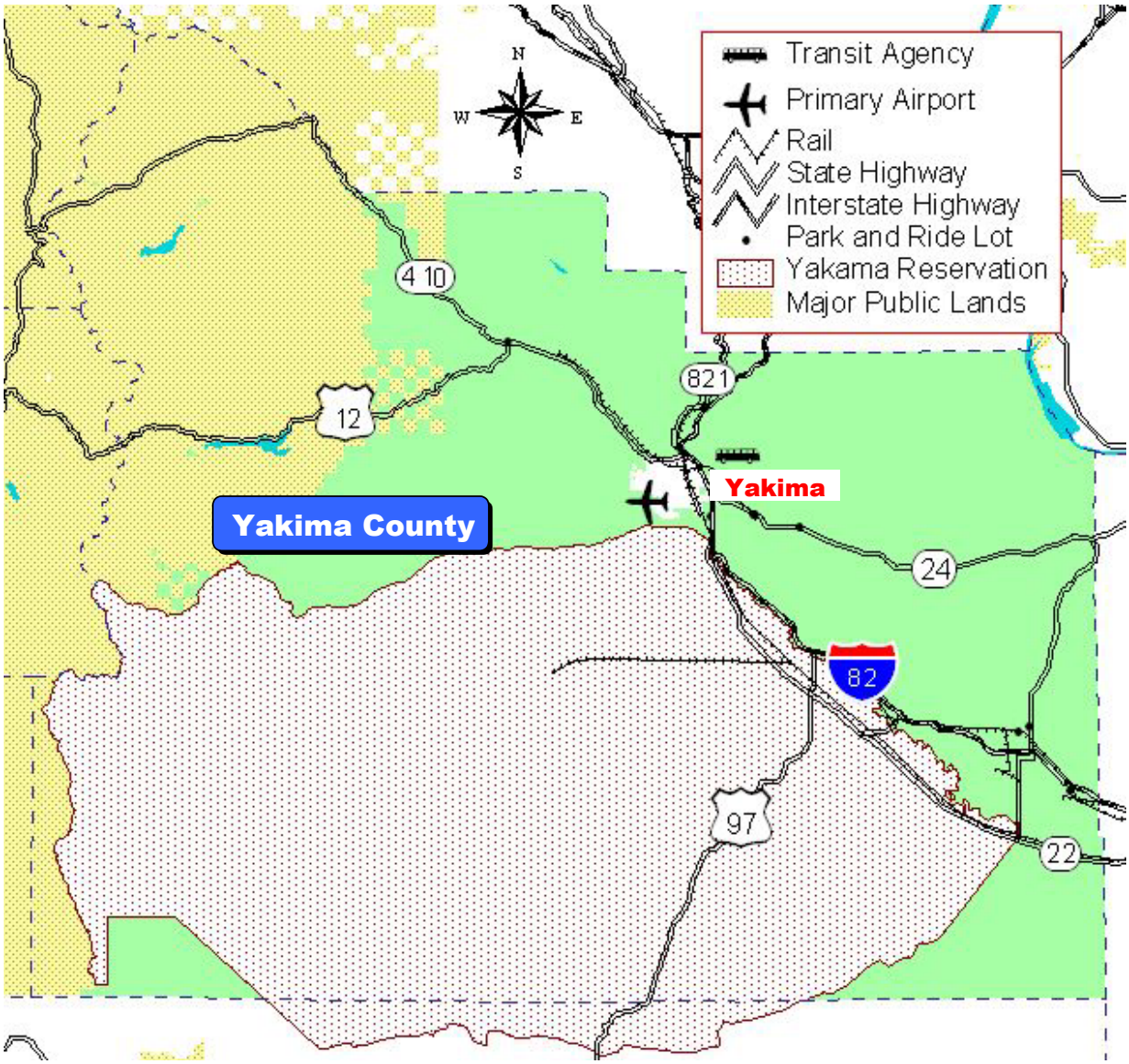
Yakima's rich agricultural assets have led to the growth of secondary industries, including the processing of fruits and vegetables and a growing wine industry. Yakima wineries are earning critical acclaim and a market-share in a highly competitive environment. Timber and secondary wood products companies have found the area a natural fit for their industries. First drawn to the valley as a supplier of fruit boxes, the industry now includes furniture makers, window makers, molding manufacturers, and mills.

Due to depressed tree fruit markets and increasingly stringent forest resource regulations in the area, economic trends of the future may shift toward manufacturing and other non-agricultural based businesses. Advances in telecommunications and an abundance of space to accommodate businesses seeking expansion may lead to a diversified economy in the future.

**YVCOG Freight Facts:**

- Roughly 80% of the freight truck trips originating from Yakima County have destinations within the deep-water ports of Western Washington.
- The Yakima area is the largest generator of freight truck traffic within the MPO/RTPO area, originating some 461 truck trips per day. This amounts to approximately 12.2 % of total Eastern Washington truck trips.

*Eastern Washington Intermodal Transportation Survey November 1995*




**Members**: Counties: *Yakima*

Cities: *Grandview, Granger, Harrah, Mabton, Moxee, Naches, Selah, Sunnyside, Tieton, Toppenish Union Gap, Wapato, Yakima, and Zillah;*

Transit Agencies: *Yakima Transit*

Tribal Nations: *Yakama Nation Tribal Council;*

State Agency: *WSDOT*

## Transportation Priorities:

Railroad Grade Separations: The reopening of the Stampede Pass rail line owned by BNSF impacts a number of at-grade crossings in the region. Trains can disrupt competing vehicular traffic for extended periods of time on intersecting and adjacent surface streets.

Freight train moving through the Yakima Canyon

Projects identified that would address this issue would replace at-grade crossings with grade separations at strategic locations. Locations identified in the planning process are:

- W. Washington Avenue Grade Separated Railroad Crossing
- W. Mead Avenue Grade Separated Railroad Crossing

The city of Yakima, in partnership with WSDOT and the Federal Highway Administration (FHWA) is in the process of constructing five additional grade separations which are expected to improve rail and road efficiency, reduce air and noise pollution from carbon monoxide (CO), and improve safety within the urban area.

SR 24/I-82 to Keys Road: The two-lane configuration of SR 24 creates a bottleneck for traffic using the I-82/Nob Hill Boulevard interchange during peak periods. This project will:

- Reconstruct the I-82/Nob Hill Boulevard interchange to improve capacity.
- Reconstruct SR 24, increasing from the existing 2 lanes to 4 lanes.
- Realign SR 24 and construct new Yakima River crossing structure.

Nob Hill Boulevard in Yakima

| *YVCOG Needs Congestion Management projects:* | |
|---|---|
| ***State Highways*** | ***$370.1 million*** |
| ***Aviation*** | ***$1.7 million*** |

Economic Development: The economy of the YVCOG region is traditionally agriculture and resource based. However, this is changing. The loss of resource-based jobs and revenue and the decline in the fruit markets leads to the need for the region to diversify the economy. This necessitates effective, maintained, preserved, and enhanced transportation freight corridors to support industrial growth and the movement of freight and people. This allows for increased economic opportunities, access to employment centers, and access to services.

Examples of economic development projects submitted by the RTPO are:

- Valley Mall Boulevard Extension — provide direct access from Main Street in Union Gap to the Yakima Airport and surrounding industrial development.
- I-82/South Union Gap interchange — improve freight truck access and provide congestion relief for the Valley Mall interchange.
- US 12/Old Naches Hwy Interchange — construct interchange for ease of access and safety.

Transit, Bike and Pedestrian Transportation:

YVCOG is committed to further developing sidewalks, bike paths, public transit, and special needs transportation. An example of a regional success is the Yakima Greenway — a 10-mile recreational pedestrian and biking trail — that connects from Union Gap to Selah on the North/South leg and from Selah west to the 40th Ave. area of Yakima.

Examples of projects endorsed by the RTPO include:

- Sidewalk rehabilitation on Yakima Avenue.
- New Park and ride adjacent to I-82, served by Yakima Transit.

***YVCOG Needs***
***Congestion Management projects:***

| ***State Interest Facilities*** | |
|---|---|
| ***Bike & Pedestrian*** | ***$2.9 million*** |
| ***Transit*** | ***$17.8 million*** |
| ***Transportation Demand Management*** | ***$44.6 million*** |

Farm to Market Roads and Bridges:
Regional roadways are subject to seasonal road closures due to weight restrictions, compromising the cost-effective movement of freight and goods. Local bridges are weight restricted, requiring inefficient detouring to bring goods to market.

RTPO projects planned to alleviate Farm to Market inefficiencies include:

- Reconstruct Konnowac Pass Road Bridge.

**YVCOG Transportation Facts:**

- Between 1970 and 1997 population grew 43%, while registered vehicles increased 92%.
- Between 1990 and 1997 population grew 11%, employment increased 14% and vehicle miles traveled rose 17%.
- Six million pounds of apples per day originate within Yakima County. Trucks must travel local streets and roads in order to deliver the produce from orchards to packing and shipping facilities.
- Yakima Transit currently has 1 vanpool in operation and plans to purchase 3 additional vanpools.


Washington State
Department of Transportation

# Washington's TRANSPORTATION PLAN

4

# Tribal Focus

Throughout the WTP process, WSDOT worked with Tribal representatives to discuss and develop a policy approach to future transportation investments. This process unified the analyses of regional and Tribal partners into one statewide inventory of transportation needs. The coordination of regional, state and Tribal plans has created a strong foundation for prioritization and decision-making.

The following section displays the transportation needs as identified by the Tribal Governments in Washington.

## I. Tribal Governments in Washington

### Each Tribal Government Is A Sovereign Nation

Consideration of Tribal needs is an integral part of the plan and an important piece of implementing the vision statewide. In addition, ongoing consultation with the Tribes is critical in the implementation of the plan. Each Tribal Government is a sovereign nation, and each nation has a unique governmental structure that is independent from the state. **There are currently 28 federally recognized Tribes in the state of Washington with 3 additional Tribes pending federal recognition.**

### The Centennial Accord

In 1989, Governor Booth Gardner and the Tribal chairs of 24 of the then 26 federally recognized Tribes signed the Centennial Accord. The Centennial Accord provides a framework and procedures for establishing and executing a full government-to-government relationship between the federally recognized Tribes and the state of Washington.

### Working Together

The Washington State Department of Transportation participates in the accord to "*improve services delivered,... immediately and periodically establish goals for improved services, and identify the obstacles to the achievement of those goals.*" Tribal Governments were asked by WSDOT to provide a list of needs for the areas within their jurisdiction. The Bureau of Indian Affairs assisted the department and the Tribal governments in compiling the list.

## Key Tribal Transportation Strategies

Tribal transportation strategies align with the statewide transportation vision that transportation's role is to help build vibrant communities, a vital economy, and a sustainable environment. These strategies assist Tribal communities in having greater access to employment and activity centers throughout the statewide transportation network. Improving access to the network is key to the economic development and activities of the Tribes. Through improved connections, the range of employment, service, and activity centers is extended, providing Tribal members with greater choices and opportunities.

## Tribal Transportation Needs

Addressing Tribal transportation needs assists in achieving the transportation vision and include:

- Maintenance, operation, preservation and improvement of roadways;
- Adding bicycle lanes; and
- Providing/improving rural transit and ferry service.

Tribal members will experience increased access to important activity centers, and have transportation facilities and services that facilitate economic development activities. Additional key strategies expressed by Tribes include earlier involvement in the state transportation planning process, outreach by WSDOT on available programs and services, and providing information to the legislature.

## Six-Year Tribal Needs

| Tribe | Need | $ in Millions | Tribe | Need | $ in Millions |
|---|---|---|---|---|---|
| Chehalis Confederated Tribes | Roads | $5.60 | Quinault Nation | Roads | $34.20 |
| Confederated Tribes of the Colville | Roads | $20.41 | | Transit | $1.56 |
| Reservation | Ferry | $1.00 | | Bike | $1.28 |
| Jamestown S'Klallam Tribe | Roads | $1.45 | Samish Nation | Roads | $0.84 |
| | Bike | $1.00 | | Ferry | $8.00 |
| Kalispel Tribe | Roads | $12.27 | Sauk-Suiattle Tribe | Roads | $1.75 |
| Lower Elwha Klallam Tribe | Roads | $5.56 | Shoalwater Bay Tribe | Roads | $1.16 |
| | Bike | $0.04 | Skokomish Tribe | Roads | $1.62 |
| Lummi Nation | Roads | $14.47 | Snoqualmie Tribe | Roads | $0.13 |
| Makah Tribe | Roads | $6.14 | Spokane Tribe | Roads | $3.26 |
| Muckleshoot Tribe | Roads | $43.63 | | Bike | $0.07 |
| | Bike | $0.06 | Squaxin Island Tribe | Roads | $3.09 |
| Nisqually Tribe | Roads | $10.71 | Suquamish Tribe | Roads | $2.76 |
| Nooksack Tribe | Roads | $22.68 | | Bike | $0.02 |
| Port Gamble S'Klallam Tribe | Roads | $7.33 | Swinomish Tribe | Roads | $6.61 |
| Puyallup Tribe | Roads | $1.24 | Tulalip Tribes | Roads | $8.83 |
| Quileute Tribe | Roads | $1.14 | Upper Skagit Tribe | Roads | $1.14 |
| | Bike | $0.05 | Yakama Nation | Roads | $27.62 |

This table of Six-Year Tribal Needs is an aggregation of the road, transit, bike, and ferry needs for 26 of the 28 federally recognized Tribes electing to participate in this WTP Update.

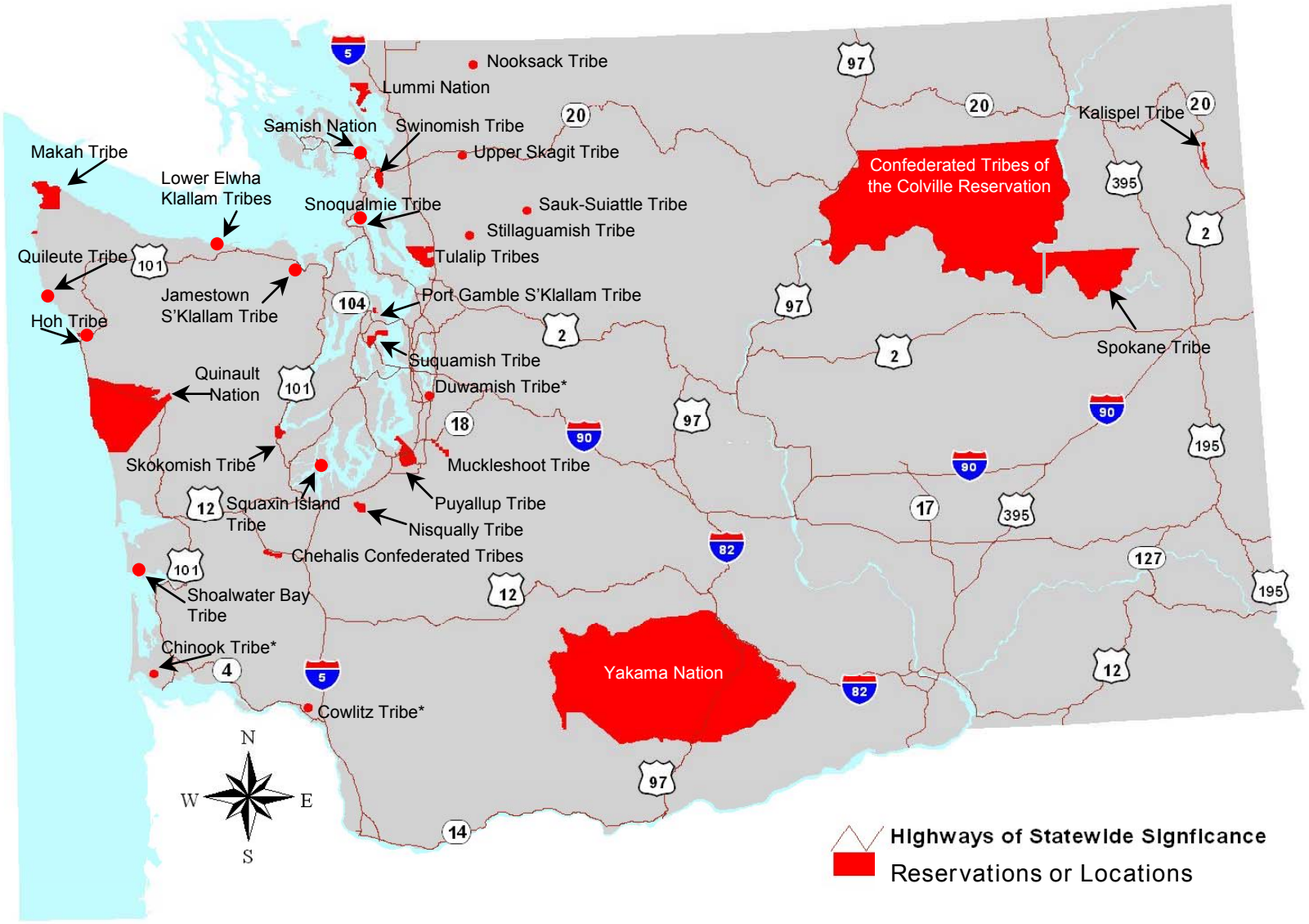
**Total Six-Year Tribal Needs $ 258.72 million**

**Federally Recognized Tribes**

1. Chehalis Confederated Tribes
2. Confederated Tribes of Colville Reservation
3. Hoh Tribe
4. Jamestown S'Klallam Tribe
5. Kalispel Tribe
6. Lower Elwha Klallam Tribe
7. Lummi Nation
8. Makah Tribe
9. Muckelshoot Tribe
10. Nisqually Tribe
11. Nooksack Tribe
12. Port Gamble S'Klallam Tribe
13. Puyallup Tribe
14. Quileute Tribe
15. Quinault Nation
16. Samish Nation
17. Sauk-Suiattle Tribe
18. Shoalwater Bay Tribe
19. Skokomish Tribe
20. Snoqualmie Tribe
21. Spokane Tribe
22. Squaxin Island Tribe
23. Suquamish Tribe
24. Stillaguamish Tribe
25. Swinomish Tribe
26. Tulalip Tribes
27. Upper Skagit Tribe
28. Yakama Nation

**Federal Recognition Pending**

1. Cowlitz Tribe
2. Chinook Tribe
3. Duwamish Tribe



Washington State

## STATEWIDE TRIBAL TRANSPORTATION PRIORITIES:

The following issues are of greatest concern to Tribes and address the statewide vision.

Maintenance, Operation, Preservation: High priority has to be placed on maintaining, operating, and preserving the existing transportation infrastructure. Whenever possible, the "lowest lifecycle cost" should guide these activities to maintain efficiency and minimize unnecessary costs.

Road Network: Provide a transportation network that links communities with each other and to larger population and employment centers.

Improvements to the existing road network may include lane widening, new roads, and connections with transportation choices that may include bus, bicycle, pedestrian, and ferry.

Alternative Modes: Provide alternative transportation options/modes and services that increase opportunities for business, employment, retail, service, and other activities for Tribal members

Safety: Reduction of injuries and fatalities on the Tribal transportation network is a high priority. Efforts must continue to improve safety for Tribal members on the statewide and Tribal roadway system.

Intergovernmental Cooperation: Communication and understanding is important in building communities that are adequately served by transportation for commuter, business, and recreational travel. Tribes desire to develop and maintain intergovernmental relations and cooperation with local governments and the state regarding transportation issues and concerns. The state of Washington also shares a desire for a complete accord with the federally recognized Tribes in Washington reflecting a full government-to-government relationship.

WSDOT's Role: The Tribes desire the development of policy reaffirming WSDOT's role in addressing government-to-government relations and improving transportation services delivered to Tribal members.

Planning: Maintain and develop planning processes that are accessible to Tribes early in the process. Communities based on effective community-based design are oriented toward the effective and efficient use of transportation.

Economic Development: Invest in transportation infrastructure to support economic development that creates employment. Access to and from employment opportunities, as well as Tribal businesses, must be adequate to meet needs.

Environment: Maintain and enhance the natural environment by lessening the impact of transportation facilities through environmentally sensitive siting, design, and construction. Tribal input needs to be sought.


Washington State
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# Washington's TRANSPORTATION PLAN

## Statewide Focus

### INTRODUCTION

While the different regions of Washington have specific transportation needs, each is dependent on the statewide system. Interregional and statewide transportation needs transcend regional boundaries. Although WTP focuses on regional planning efforts, it also addresses important statewide goals.

In the 1998 legislative session, the Washington State Legislature directed WSDOT to focus the next WTP update on five primary goals for the state transportation system:

- Congestion Relief
- Preservation
- Safety
- Freight Mobility
- Seamless Connections

In addition to the interregional and statewide goals listed above, WTP addresses other investment needs via 17 policy goals for the state transportation system. The policy goals are discussed in detail in Chapter 6.

If funding for the WTP needs are met, investments in the programs discussed in the next few pages would help address important statewide transportation issues.

## CONGESTION RELIEF

In 1998, the Washington State Transportation Commission appointed a 23-member Congestion Relief Workgroup to develop a Congestion Relief Policy. Workgroup members were representatives of the state legislature, local governments, regional transportation planning organizations, environmental groups, and businesses. The workgroup recognized that growing congestion levels and funding constraints require specific policies to help target available funding.

WSDOT and its transportation partners around the state have identified transportation investments that can help manage congestion. The congestion relief policy served as the basis for identifying these potential projects in which to invest.

The overall goal of the Congestion Relief policy is to *"improve travel time reliability and reduce travel delay for people and freight on the state highway system. These improvements should be measurable and noticeable to the public."*

Congestion on I-5 North of Mercer Street in Seattle

The Congestion Relief policy identifies several tools that can help increase the supply of transportation facilities and reduce or redistribute the demand for transportation facilities. When prioritizing investments to manage congestion, the most effective tools will vary by location and regional needs.

These tools include:

- *Demand management* — Reducing travel demand by providing attractive alternatives to SOVs, such as transit and ridesharing. Shifting demand out of the peak periods using flexible work schedules or a compressed work week is another demand management tool.
- *Transit service and capital investments* — Establishing or increasing transit service, including the addition of vehicles and facilities.

- *Land use strategies* — Using land use plans and zoning to encourage development patterns that enhance the use of transit and reduce the number and length of trips.
- *Congestion pricing* — Charging users of the transportation system to manage demand on a facility and provide revenues for transportation facilities.
- *System management* — Increasing the flow of vehicles on existing facilities through improvements such as ramp metering, signal coordination, information systems, or incident response.
- *Completion of local networks* — Building key arterials in the local system to provide missing connections in transportation networks.
- *Pedestrian and bicycle ways* — Providing safe and direct travel for bicycles and pedestrians.
- *HOV lanes* — HOV lanes provide more reliable and faster travel times for transit, vanpool, and carpool users.
- *Intelligent Transportation Systems (ITS)* — Application of advanced electronics and computer technology to automate highway and vehicle systems enabling more efficient and safer use of existing highways.
- *Roadway capacity expansion* — Adding more lanes to existing routes or other physical improvements to improve capacity.

For more information about congestion relief improvements on the state highway system, see the 2003-2022 Highway System Plan.

## PRESERVATION

Preservation is a statewide goal to keep transportation facilities in sound operational condition. These investments aim to achieve "lowest lifecycle cost" — the best long-term financial investment for a transportation facility — and prevent failure of existing systems. The key is to make investments at the right time to achieve the best possible system with the lowest cost.

For the state highway system, the 20-year preservation of pavements, structures, and other facilities is included in this goal.

- Pavements: Roadways require periodic resurfacing to keep the driving surface smooth and safe, and to prevent failure of the underlying structure. WSDOT's policy is to resurface roadways when it is most economical to do so. If resurfacing is done too early, pavement life is wasted. Resurfacing that is done too late requires additional repair work and increases the risk of failure of the subsurface structure. This "lowest lifecycle cost" approach results in lower preservation and maintenance costs in the long run.

Preservation: Roadway Pavement

- Structures: Bridges and tunnels require regular inspection, repair, and seismic retrofit to meet system standards. In the next 20 years, more than 1,500 bridges will require major rehabilitation or replacement.
- Other Facilities: Hillside slopes, drainage systems, electrical lighting, information systems and rest areas need to work properly to keep the highway running safely and efficiently. Unstable, failing or outdated systems need rehabilitation or replacement.

Airport runways and bike paths also need preservation investments to maximize the life and quality of the pavements.

For the state's ferry system, preservation investments can overhaul ferries, extend their service lives, replace retired ferries and update substandard docks and terminals.

The public transit system will also need investments to replace retired buses and deficient facilities.

## SAFETY

Washington State's transportation system is safer than ever. Safety improvements and continued traffic safety education and enforcement can further reduce accidents.

WSDOT strives to continuously reduce injuries, fatalities, and risks for travelers on the statewide transportation system. This goal directs the application of safety consciousness in projects and identifies specific safety investments.

For the state highway system, these investments include identifying and eliminating high accident locations and corridors, constructing signals and channels, eliminating at-grade intersections on multi-lane divided highways with speeds of 45 MPH or greater, and reducing pedestrian risk.

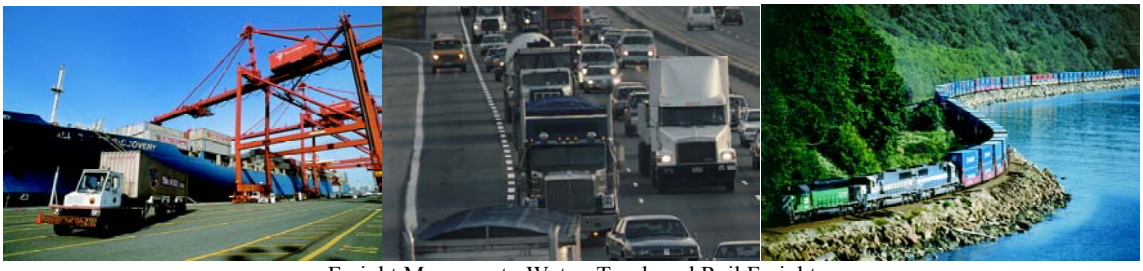
Other investments to improve safety include: installing lighting, navigational aids, and other safety improvements at airports; improving bicycle and pedestrian safety on trails and bike paths; eliminating at-grade rail/highway crossings; and safety education programs.

WSDOT Incident Response Team renders assistance on I-5 near Tumwater

## FREIGHT MOVEMENT

Citizens and businesses alike rely on Washington's transportation system to receive goods and services, go to work, haul raw materials to factories and farms, and bring products and produce to market. The increasing globalization of the marketplace, Washington's dependence on international trade, and the growing population require improvements to the existing freight movement system to keep the state competitive.

Improving port, rail, highway, and airport facilities will increase the efficiency of moving freight and goods to and from ports and markets. This involves reducing barriers that delay the effective and reliable movement of freight. In some regions, transportation improvements are critical to the economic development of the area.



Freight Movement: Water, Truck and Rail Freight

Specific investments in the state highway system, the largest carrier of freight and goods in the state, include:

- Upgrading sections of deficient highways to reduce freeze and thaw;
- Upgrading highways to reduce road closures caused by avalanches, snow and ice accumulation, and flooding;
- Completing construction of four-lane roadways on major freight routes;
- Creating and updating Weigh-in-Motion stations;
- Constructing bridges or tunnels in the place of rail lines with at-grade roadway intersections;
- Replacing or reconstructing bridges and tunnels with height-restrictions and bridges that cannot carry legal overloads;
- Improving operations and updating technology at the U.S./Canadian border crossing; and
- Improving and maintaining efficient port access.

Freight rail needs investments to reduce train delay and increase rail capacity. Repairing tracks and tunnels, improving rail corridors, and the elimination of at-grade crossings will allow more efficient movement of goods on the freight rail system.

Improvements in airports and ports will facilitate more economical transfer of freight to and from ports, airports, trucks, and trains.

## SEAMLESS CONNECTIONS

The lack of integrated connections between transportation modes and roadways can cause congestion, inconvenience and safety issues. One of WSDOT's statewide goals is to ensure that the transportation system offers easy connections between different services throughout the state. Creating links and removing barriers between transportation facilities and services can reduce total travel times and shipping costs while improving existing travel options.


Seamless Connections: Shifting from bicycle travel to bus travel

Washington's transportation system must work as a single system, allowing people and goods to travel by multiple means. WTP investments can provide a better linkage between autos, transit, ferries, carpools, vanpools, trains, biking, and walking. For freight movement, investments in transfer points such as marine ports can improve shipping times.

There are significant barriers to efficient and convenient travel in Washington State. Currently, connections between public transportation services are inconsistent and schedules are sometimes incompatible. There needs to be increased coordination between the many different agencies and programs responsible for delivering transportation services in the state. Investments in seamless connections can help create an integrated system that permits travelers to move freely between modes.

More than 80 percent of all pedestrian accidents occur at transit stops, demonstrating the need to focus on the safety and comfort of the connection between the pedestrian and transit trip.

One example of this type of investment is the creation of more park and ride lot spaces. Park and ride lots serve as key "intermodal" facilities that support linkages between multiple modes and increase ridership for high occupancy travel. Other examples include intermodal facilities between motorized modes (such as train and bus transfer points), and transit centers that allow bicyclists and pedestrians to connect with motorized modes of travel.

## OPERATIONS AND MAINTENANCE

Funding for operations and maintenance is a statewide goal. Through a collaborative planning process, WSDOT and its partners identified the programs and projects that are needed to maintain and operate our existing transportation system for the next 20 years.

The citizens of Washington State have made a large investment in our statewide transportation system of highways, transit, ferries, railroads, airports, bike paths, and other facilities. Operating and maintaining the existing system is a high priority for the state's transportation investments.

### Operations

Operations activities concern the day-to-day workings of the transportation system. There are significant costs to operate and staff the state's transit systems (buses, bus stations and other services of 26 different transit authorities around the state), ferry system (auto and passenger ferries and ferry terminals), Amtrak *Cascades* train service, transportation demand management programs, and general aviation airports. It is important to remember the state only has an interest in the public transit operations. Although the state invests a small portion of its budget into public transit operations, the bulk of investment and sole operating authority lies with the 26 different local and regional public transit agencies.

WSDOT's goal is to increase the efficiency of operating existing systems and facilities. Operations costs keep our systems running. Targeted investments can improve system operations while sustaining existing services.

For the state highway system, traffic operations functions optimize the efficiency of the highway system in several ways. Efficiencies of travel time and fuel savings result from traffic signal adjustments and coordination of state-owned and operated traffic signals. Freeway operations can be improved through cost-effective traffic flow management techniques like ramp metering, traffic signals, service patrols, and incident response teams. Traveler information systems keep travelers informed, improving system efficiency and safety while reducing traveler stress.

### Maintenance

Maintenance activities protect existing transportation systems and ensure their continued operation. WSDOT strives to maintain the effective and predictable operation of the transportation system and maintain vital transportation services in the event of a natural or other disaster. The major 20-year maintenance needs in Washington State are those for highways, public transit, and ferries.

For highways, maintenance includes:

- Providing reliable roadway surfaces — Patching potholes, filling cracks, and sealing asphalt or concrete surfaces to reduce pavement deterioration.
- Roadside repair — Repairing ditches, dikes and slopes, as well as cleaning ditches, culverts, and other drainage structures to keep the roadway and adjacent property free of water runoff.

- Vegetation — Managing and maintaining 97,500 acres of roadside adjacent to state highways through grass and brush control, litter removal, etc.
- Structures — Inspecting, repairing, and operating bridges and tunnels.
- Snow and Ice — Plowing, sanding, deicing, and performing avalanche control to keep traffic moving safely during the winter season.
- Traffic signs, signals, and striping — Maintaining and repairing lighting equipment, guardrails, fences, signs, pavement markings, traffic signals, etc.

Maintenance: Highway striping

- Rest Areas — Cleaning and sanitizing restroom buildings, picking up litter, mowing grass, performing routine maintenance, etc.
- In addition, highway maintenance personnel are the first line of defense in the event of a natural disaster such as an earthquake or mudslide; they repair damage to the highway system to maintain safe travel.

Transit maintenance consists of servicing buses, stations, and stops. In the next 20 years, many stations and buses will need rehabilitation and repair. Some facilities will need to be replaced or expanded.

Ferry maintenance helps keep auto and passenger ferries running efficiently and in sound condition. These investments also address the condition of ferry terminals and other connecting facilities such as parking lots.

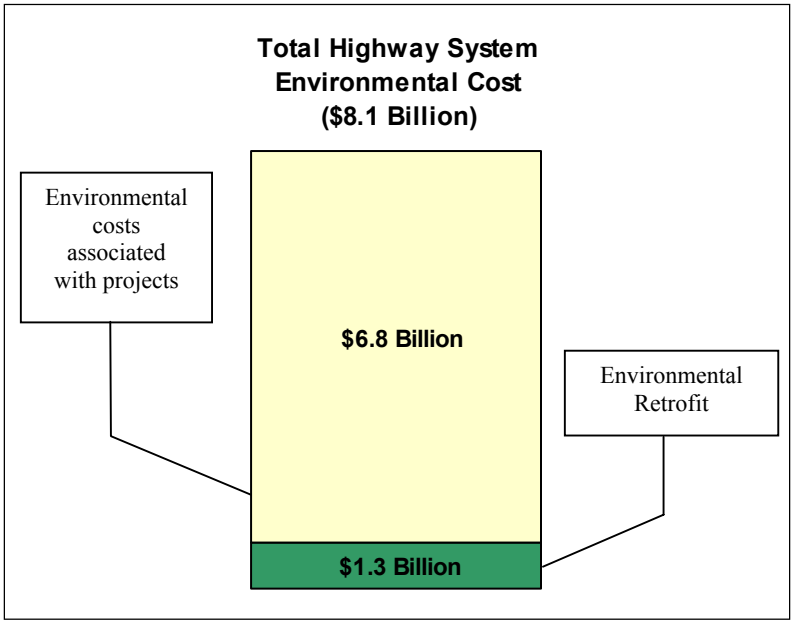
## ENVIRONMENTAL MANAGEMENT

Although environmental issues present many challenges for the development of an efficient and effective transportation system, they also present opportunities for state investments to improve the transportation system's interaction with the environment.

WSDOT makes direct investments to reduce the environmental impact of the existing highway system. For each proposed state highway improvement project, WSDOT analyzes potential environmental impacts. If a potential problem or impact is identified, WSDOT strives to find less harmful alternatives or minimize and mitigate any adverse impacts. On any given highway improvement project, approximately 16 percent of the total project funds are dedicated to environmental protection and mitigation.

In addition to the environmental costs that are included in every improvement project, WSDOT addresses environmental issues on the existing system through investments in "retrofit." These investments target problems on the existing system that are no longer meeting current environmental standards. WSDOT's environmental retrofit objectives include reducing the impact of transportation facilities and services on air, water, habitat, and watershed quality, and minimizing the use of resources and increasing use of recycled materials.

Considering environmental retrofit and the environmental costs associated with capital improvement projects, WSDOT will spend approximately $8.1 billion to address environment issues in the next 20 years.




### Air Quality

WSDOT's goal is to reduce the impact of facilities and services on air quality by considering impacts in the selection and design of transportation solutions. Air quality issues are typically addressed in general improvement projects, and all improvement projects in metropolitan areas are analyzed for

air quality impacts. If a project does not meet air quality standards (i.e. conformity for carbon monoxide) it must be modified or not constructed.

## Water Quality

On the existing state highways, stormwater runoff flowing from the roadway can contain pollutants that could harm the environment. While existing state highways met or exceeded federal and state water quality standards when they were built, many of the stormwater facilities on the highways must be upgraded to improve water quality and control the amount of water entering streams and lakes. Investments to improve water quality will avoid or mitigate impacts in new projects and target specific retrofits on the existing system.

## Habitat and Watershed Connectivity

Transportation systems can adversely affect fish and wildlife habitat and the ecological function of watersheds. WSDOT will assess potential impacts in new improvement projects, address watershed issues associated with the state highway system, and reduce the impacts of past projects via retrofit. Investments will help maintain the quality of watersheds and fish and wildlife habitat.

Environmental Management: New fish barrier culvert

For example, changing water flows have caused existing highway culverts to block the movement of fish. These 500 fish barrier culverts will be retrofitted through WSDOT's environmental retrofit program, restoring several hundred square miles of valuable habitat to salmonid species.

## Recycle

Recycling is a potentially cost-saving venture. WSDOT aims to prudently use, reuse, and recycle resource materials. An environmental cost-benefit analysis needs to be completed to estimate the actual costs incurred by WSDOT when the reduction in landfill and waste disposal costs are factored into the use of recycled and reusable materials.

State departments of transportation across the country have to deal with thousands of tons of waste each year. The goal of reusing materials is to reduce the need for natural resource harvesting, provide relief to landfills, and potentially reduce costs to WSDOT. Examples of usable materials include: reclaimed asphalt pavement, scrap metal, guardrails, crumb rubber, tire chips, and crushed concrete.

## SPECIAL NEEDS TRANSPORTATION

An equitable transportation system provides basic transportation services for all citizens. WSDOT and its partners identified possible projects that would strive toward the objective of meeting all basic transportation needs for special needs populations.

Public transit plays a strong role in providing transportation for those citizens who are otherwise unable to reach their destinations. For these citizens, public transit helps them go to work, buy groceries, get to medical services or visit friends and family.

Specific investments in special needs transportation improve accessibility to basic services. These include ADA-designed bus stops, sidewalk ramps, bus wheelchair lifts, and paratransit (demand responsive or "Dial-a-Ride" services).


Special Needs Transportation: Metro Access Transportation Program

Paratransit service is aimed at seniors, persons with disabilities, and others who may have difficulty using regular fixed-route transit services, or who do not have access to a public transit system in their area. This flexible service requires a reservation prior to the trip and offers door-to-door or curb-to-curb service.

In addition to targeted investments, WTP policy directs all improvement projects and programs to incorporate design features to accommodate special needs.

## INCREASED TRAVEL OPTIONS

The privately owned vehicle is the most popular travel option in Washington State. Yet many people rely on alternatives to meet their travel needs: public transit, vanpools, carpools, intercity passenger rail, and pedestrian and bicycle travel.

Most major life activities depend on having personal mobility. Providing effective, convenient and accessible alternatives to private automobile travel is important for several reasons. People with special needs, people who cannot afford a car, and others depend on options like public transit to go to work, visit the doctor, and spend time with friends. Other options, such as vanpooling and intercity passenger rail, reduce congestion on the state's highways, helping the economy and the environment.

Investments are needed in these other options to ensure that citizens have more than one effective way to reach their travel destination.

### Public Transit

In urban areas, the health of the economy is tied to the ability to move people and freight. Public transportation is a commute option for workers to connect with jobs and training. It can also connect customers with retail and professional services.

The economy in rural areas is impacted by the availability of transportation choices. Rural isolation and limited travel options can cause a loss of services and jobs in rural areas. Maintaining older families in their traditional homes, providing access to health care services and errands, and connecting youth and families with employment, education and entertainment are important factors in stimulating rural economies. Public transportation has a role in providing each type of access.

Some investments that can increase transit options for rural and urban travelers are:

- Additional buses and routes,
- Creation or expansion of trolley, commuter rail, light rail, and monorail services,
- Creation of non-traditional transit services (such as demand responsive, flexible routing, real-time scheduling) offering more choices; and
- Technical support for local transit jurisdictions.

### Intercity Passenger Rail

Over the next 20 years, intercity travel within Washington is expected to increase by 75 percent, causing major transportation corridors to grow even more congested. Having an effective intercity passenger rail service in place will provide travelers with an option to automobile transportation and help keep people moving throughout the region. With this in mind, WSDOT is incrementally upgrading Amtrak *Cascades* service along the Pacific

Northwest Rail corridor in Western Washington. The state's goal is to provide safe, faster, more frequent, and more reliable passenger rail service.

Amtrak *Cascades* trains operate over the Burlington Northern and Santa Fe Railway (BNSF) main line. They share those tracks with freight trains. With increases in passenger and freight rail service, the tracks are reaching their capacity.

Increased Travel Options: Amtrak *Cascades* on Puget Sound

Congestion is caused by the increased number of trains on the track, particularly where bridges or tunnels limit the system; where freight trains are put together and/or taken apart; and where rivers, shorelines, and mountains limit train service. If more passenger trains are added to this corridor, improvements must be made to relieve or bypass these chokepoints.

Improvements to track, grade crossings, train control signals, safety systems, train equipment and stations will reduce travel times, increase train frequency, and improve safety and reliability.

## Transportation Demand Management

TDM and CTR strategies move more people in fewer vehicles and reduce the need for vehicle travel. In the next 20 years, these programs can be expanded and strengthened through purchases of new vans for ridesharing, construction of park and ride lots in strategic locations, creation and expansion of carsharing programs, improvement of commuter pass programs, and implementation of more telecommute options. Other investments will increase education and outreach efforts to local communities and schools and explore greater incentives for participation in TDM and CTR programs.

## Bicycle and Pedestrian

Walking and bicycling are considered part of the statewide transportation system. Nonmotorized trips are made to commute to work and school, shopping, and for other purposes. Pedestrians and bicyclists also connect with buses, ferries, and rail stations.

Investments in this mode will add sidewalks and bicycle lanes along existing streets and roads, improve pedestrian and bicycle crossings across highways and key regional roads, and extend or connect existing bicycle and pedestrian trails.

# Washington's TRANSPORTATION PLAN

6

## The Policy Framework

WTP lays out policy to identify transportation problems and provide solutions. This policy direction points the transportation system toward a vision for Washington State. If funded, the solutions identified in WTP will make the transportation system an asset to our communities, economy, and environment.

At the core of WTP is a vision for the state transportation system. The vision is a desirable future for Washington, its residents and its transportation system. This vision can be achieved through the balance of *Vibrant Communities*, a *Vital Economy*, and a *Sustainable Environment*. WSDOT and its partners created 17 goals to move forward in implementing the vision.

**Goals:** Each of the 17 goals represents a specific, mode-neutral transportation policy that establishes the primary emphasis of the plan and dictates how the vision will be achieved. Each of the goals has at least one objective.

**Objectives:** The 25 objectives are specific qualitative or quantitative targets that aim to achieve the WTP goals. The objectives define how the transportation system is analyzed. They identify deficiencies in the system and allow for development of solutions to meet a desired level of service.

# TRANSPORTATION GOALS

## Vibrant Communities

### TAKING CARE OF BASICS

**Goal #1:** **System Operation & Maintenance:** The transportation system operates effectively, efficiently, and predictably.

**Goal #2:** **System Preservation:** Transportation facilities are in sound operating condition.

**Goal #3:** **Special Needs Transportation:** Transportation system provides all citizens access to basic services.

### MOVING A GROWING POPULATION

**Goal #4:** **Congestion Relief:** WTP corridors operate with minimal delay and continual reduction in the societal, environmental, and economic costs of congestion for people and freight.

**Goal #5:** **Increased Travel Options:** Throughout the state, travelers have viable alternatives to the privately owned automobile for their trips.

**Goal #6:** **Seamless Connections:** The transportation system offers easy connections between different services throughout the state.

### IMPROVING SAFETY

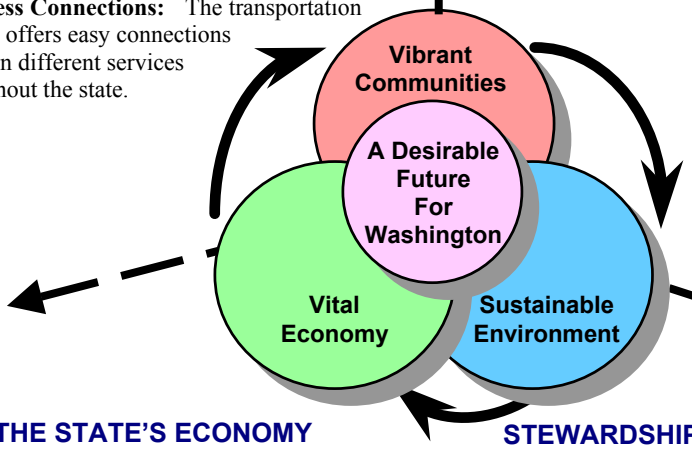
**Goal #7:** **Continuously Reduce Injuries, Fatalities, & Risks:** A safe transportation system without deaths or disabling injuries and with continuous reductions in societal cost of accidents.

**Goal #8:** **Increased Security:** Customers are safe and secure while using the transportation system.

### BUILDING COMMUNITIES

**Goal #9:** **Effective Community-based Design:** Integrated community design, land use, and transportation investments improve quality of life.

**Goal #10:** **Collaborative Decision Making:** Collaboration occurs between federal, Tribal, state, regional, local, and private sector partners.




## Vital Economy

### SUPPORTING THE STATE'S ECONOMY

**Goal #11:** **Competitive Freight Movement:** Freight movement is reliable and transportation investments support Washington's strategic trade advantage.

**Goal #12:** **Support General Economic Prosperity:** Transportation supports general economic prosperity.

**Goal #13:** **Support for Tourism:** Recreational travelers have convenient and inviting access to tourist destinations.

## Sustainable Environment

### STEWARDSHIP OF THE ENVIRONMENT

**Goal #14:** **Maintain Air Quality:** Transportation services and facilities help maintain air quality by meeting air quality health standards.

**Goal #15:** **Meet Water Quality Standards:** Transportation services and facilities help maintain water quality by meeting water quality standards.

**Goal #16:** **Maintain Habitat & Watershed Quality & Connectivity:** Transportation services and facilities help to maintain the quality of, and contribute to the recovery of, the ecological functions of watersheds and habitats.

**Goal #17:** **Reuse and Recycle Resource Materials:** Transportation services and facilities prudently use, reuse, and recycle resource materials.

# I. WTP Policy Goals

This section discusses the WTP's 17 goals and its 25 objectives. Each element of the policy framework is linked, so that the goals and objectives are all aligned with the vision.

WSDOT and its partners used the objectives of the policy framework to compile a statewide inventory of transportation solutions to guide our state to a desirable future.

## TAKING CARE OF BASICS

The citizens of Washington State have made a large investment in creating a statewide transportation system of highways, transit, ferries, railroads, airports, bike paths, and other facilities. Even though the system is strained by increasing demand, the state's priority is to maintain, operate, and preserve important components of the transportation system and provide basic services to all citizens.

### Goal 1: System Operation and Maintenance

**The transportation system operates effectively, efficiently, and predictably.**

Objectives:

- Maintain the effective and predictable operation of the transportation system to meet customers' expectations.
- Increase the efficiency of operating the existing systems and facilities.
- Maintain vital transportation services in the event of a natural or other disaster.

The effects of sustained growth are exceeding the capacity of the existing system, hindering the state's ability to keep the transportation system operating effectively, efficiently, and predictably for Washington's citizens. While services and capacity need to be added, it is critical that the day-to-day workings of existing services continue.

## Goal 2: System Preservation

### Transportation facilities are in sound operating condition.

Objective:

- Preserve transportation infrastructure to achieve the lowest lifecycle cost (most efficient maintenance cost) and prevent failure.

Preservation is cost-effective investment that extends the life of a highway, ferry, bus, or other part of the transportation system.

## Goal 3: Special Needs Transportation

### Transportation system provides all citizens access to basic services.

Objective:

- Meet all basic transportation needs for special needs population.

All elements of the transportation system should be accessible to all citizens. While all system improvement projects and program incorporate design features to accommodate special needs, this goal provides policy direction for specific accessibility improvements.

## MOVING A GROWING POPULATION

Washington's existing transportation system does not have the capacity, options, or organization to accommodate a growing population. The highway system is experiencing growing levels of traffic congestion in the state's largest urban areas. Given existing trends, delays are expected to increase over the next 20 years, spreading to other urban areas, intercity travel routes, and rural areas. Providing for Washington's future will require a more efficient transportation system that reduces delay caused by congestion, provides travel options, and connects transportation services together.

Goals 4, 5 and 6 on the following page consider a range of tools to achieve success. These tools include:

- *Roadway capacity expansion* – Adding more lanes to existing routes, building new routes, or other physical improvements to improve capacity.
- *Transit service and capital investments* – Establishing or increasing transit service, including the addition of vehicles and facilities.
- *Transportation Demand Management (TDM)* – Reducing travel demand by shifting people from single-occupant vehicles into other modes such as transit and ridesharing. Another technique shifts demand out of the peak periods using flexible work schedules or a compressed work week.
- *Passenger rail* – Improving service in the federally designated high-speed rail corridor.
- *Land use strategies* – Using land use plans and zoning to encourage development patterns that enhance the use of transit and reduce the number and length of trips.
- *High Occupancy Vehicle (HOV) Lanes* – Dedicating lanes to provide more reliable and faster travel times for transit, vanpool, and carpool users.
- *System management* – Increasing the flow of vehicles on existing facilities through improvements such as ramp metering, signal coordination, information systems, and application of intelligent transportation systems (ITS).
- *Completion of local networks* – Building key arterials in the local system to provide missing connections in transportation networks.
- *Pedestrian and bicycle ways* – Providing safe and direct travel for bicycles and pedestrians.
- *Park & Ride* lots.

## Goal 4: Congestion Relief

**WTP corridors operate with minimal delay and continual reduction in the societal, environmental, and economic costs of congestion for people and freight.**

Objectives:

- Reduce Person and Freight delay on WTP corridors
- "Travel Time" Objective to be developed in future updates.
- "Reliability" Objective to be developed in future updates.

The goal of congestion relief is "to improve travel time reliability and reduce travel delay for people and freight on the state highway system. These improvements should be measurable and noticeable to the public."

Reducing delay will take a mix of coordinated investments in all elements of the transportation system. A single mode approach will not be as effective as the combined implementation of multiple tools.

## Goal 5: Increased Travel Options

**Throughout the state, travelers have viable alternatives to the privately owned automobile for their trips.**

Objective:

- Improve existing travel options. "Travel Options" is defined as new options and better quality of existing options based on market demand.

Privately owned vehicles dominate transportation in Washington State as the most popular travel option. This goal aims to provide viable alternatives to the automobile to increase the efficiency of the transportation system. Alternatives such as transit, passenger rail, and pedestrian and bicycle travel need to be as effective, convenient, and accessible as private automobile travel.

## Goal 6: Seamless Connections

**The transportation system offers easy connections between different services throughout the state.**

Objective:

- Create links and remove barriers between transportation facilities and services.

Washington's transportation system must work as a single, interconnected system that allows people and goods to travel by multiple means. This goal aims to provide better linkages between transportation methods such as autos, transit, trains, and walking.

## IMPROVING SAFETY

Washington State's transportation system is safer than ever. Improvements to the existing system and continued traffic safety education and enforcement further reduce accidents that result in death and injuries. Improvements also increase the personal safety and security of citizens using the system. Improving safety is also a policy directive incorporated in improvements to the transportation system. Projects and programs that solve congestion or provide more travel options also result in safety improvements. As an example, when a highway is widened to reduce delay, the whole highway section is improved to increase safety.

### Goal 7: Continuously Reduce Injuries, Fatalities, & Risks

**A safe transportation system without deaths or disabling injuries and with a continuous reduction in societal cost of accidents.**

Objective:

- Reduce and prevent deaths, and the frequency and severity of disabling injuries and societal costs of accidents.

The state transportation system strives to provide the safest possible roads, buses, trains, and airports.

### Goal 8: Increased Security

**Customers are safe and secure while using the transportation system.**

Objectives:

- Improve emergency response systems.
- Increase the security of the transportation system.

This goal aims to ensure that travelers and commuters are safe while using the state's transportation system.

## BUILDING COMMUNITIES

The purpose of the state transportation system is to link regions and serve communities by moving people and goods throughout the state. "Building Communities" is the policy direction to ensure that communities participate in decision-making throughout the design and construction of system projects and programs. Public involvement is crucial to ensure that community needs are served by state investments in transportation.

### Goal 9: Effective Community-Based Design

**Integrated community design, land use, and transportation investments improve quality of life.**

Objectives:

- a. Reduce impact on communities and their resources with the development and implementation of transportation projects.

  b. Increase integration of state and local interests in the development and implementation of transportation services and facilities.

  c. Balance state and local needs in the development and implementation of multi-modal transportation projects.

This goal provides policy direction on how to design and operate the transportation system in a manner that enhances communities. Transportation is an integral part of a community, whether the community is Washington State, a county, city, town, or unincorporated rural community. The transportation system must be designed to function as an asset to the community. This goal is implemented through the design of a highway projects, transit projects, and airport master plans.

### Goal 10: Collaborative Decision Making

**Collaboration occurs between federal, Tribal, state, regional, local, and private sector partners.**

Objective:

- Increase partner satisfaction with the level of involvement in decision-making in the development and implementation of transportation projects.

Local jurisdictions, regional organizations, state and federal governments, and Tribal Governments in Washington work together to ensure that collaborative decisions best achieve the needs of all partners.

## SUPPORTING THE STATE'S ECONOMY

Citizens and businesses rely on Washington State's transportation system to receive goods and services, go to work, haul raw materials to factories and fields, and bring goods and produce to market. The increasing globalization of the marketplace and Washington's growing population necessitate improvements to the existing system to support the state's economy.

### Goal 11: Competitive Freight Movement

**Freight movement is reliable and transportation investments support Washington's strategic trade advantage.**

Objectives:

- Reduce barriers that delay the effective and reliable movement of freight.
- Maintain the ability to move freight and goods in the event of alterations to the Columbia/Snake River system as a transportation right-of-way.

Where transportation is pivotal to the economic development of the state or region, improvement to the system can be made in an effective, efficient, and collaborative manner.

### Goal 12: Support General Economic Prosperity

**Transportation supports general economic prosperity.**

Objectives:

- Support statewide economic development through targeted transportation investments.
- Support economic prosperity in distressed areas through targeted transportation investments.

Washington's economy is heavily reliant on trade within the state, country, and internationally. This goal aims to improve rail, highway, and airport systems to increase the efficiency of moving freight to and from ports and goods to market.

### Goal 13: Support for Tourism

**Recreational travelers have convenient and inviting access to tourist destinations.**

Objectives:

- Increase traveler information to tourist destinations.
- Improve the quality of tourists' travel-related experiences in Washington.

Washington's natural beauty and cultural heritage provide both recreational enjoyment and economic opportunities.

## STEWARDSHIP OF THE ENVIRONMENT

WSDOT makes direct investments to improve transportation's interaction with the environment. For each project, WSDOT analyzes potential environment impacts. If potential impacts are identified, WSDOT strives to find less harmful alternatives or minimize and mitigate any adverse impacts. In addition to this cost that is included in every project, the highway system cost to address potential environmental concerns on the existing transportation system is referred to as "retrofit."

### Goal 14: Maintain Air Quality

**Transportation services and facilities help maintain air quality by meeting air quality health standards.**

Objective:

- Reduce the impact of transportation facilities and services on air quality in conformance with the State Implementation Plan for Air Quality.

This goal provides policy direction in the selection and design of transportation solutions to maintain or improve air quality. Air quality issues are typically addressed in general transportation improvement projects, and all improvement projects in a metropolitan area are analyzed for air quality impacts. If a project does meet air quality standards it is modified or not constructed.

### Goal 15: Meet Water Quality Standards

**Transportation services and facilities help maintain water quality by meeting water quality standards.**

Objective:

- Reduce water quality impacts caused by transportation facilities and services to comply with federal and state water quality requirements.

With more than 7,000 centerline miles of existing state highways, stormwater flowing from the roadway may potentially contain pollutants that could harm the environment. While the highways met or exceeded the environmental standards when they were built, many of the stormwater facilities on the highways must be upgraded to improve water quality and control the amount of water entering streams and lakes.

Investments in this goal will target specific retrofits to improve water quality.

## Goal 16: Maintain Habitat & Watershed Quality & Connectivity

**Transportation services and facilities help to maintain the quality of, and contribute to the recovery of, the ecological functions of watersheds and habitats.**

Objective:

- Reduce the impacts of past projects and avoid or minimize impacts to watershed and habitat from current and future transportation activities.

Transportation systems can adversely affect watersheds and wildlife habitat areas. This goal is a policy direction to assess potential impacts to wildlife habitat areas and to identify where the existing system blocks the movement of wildlife or degrades watershed quality.

## Goal 17: Reuse and Recycle Resource Materials

**Transportation services and facilities prudently use, reuse, and recycle resource materials.**

Objective:

- Minimize the use of resources and increase the use of recycled materials.

Recycling is a potentially cost-saving venture. An environmental cost-benefit analysis needs to be completed to estimate the actual costs incurred by WSDOT when the reduction in landfill and waste disposal costs are factored into the use of recycled and reusable materials.

State departments of transportation across the country have to deal with thousands of tons of waste each year. The goal of reusing materials is to reduce the need for natural resource harvesting, provide relief to landfills, and potentially reduce costs to WSDOT. Example materials include:

- Reclaimed asphalt pavement
- Scrap metal
- Guardrails
- Crumb rubber
- Tire chips
- Crushed concrete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# Washington's TRANSPORTATION PLAN

## Appendices

### APPENDIX A – GLOSSARY

Definition of key terms included in Washington's Transportation Plan.

### APPENDIX B – PLANNING PROCESS AND PUBLIC INVOLVMENT

### APPENDIX C – STATUTORY REQUIREMENTS

Federal and State laws that require WSDOT to develop and adopt WTP.

### APPENDIX D – TRANSPORTATION FACILITIES AND SERVICES OF STATEWIDE SIGNIFICANCE

Legislatively required definition of Transportation Facilities and Service of Statewide Significance (TFSSS).

### APPENDIX E – NEEDS DATABASE

How the needs (problems and solutions) were developed and what approaches are included (specific strategies, projects, or services that are needed to address transportation problems that are either state-owned or state-interest).

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# APPENDIX A
# GLOSSARY

**Access:** Ability to make convenient use of the transportation system.

**Action strategy:** A set of conceptual solutions representing a specific step to be taken to achieve the objectives identified in Washington's Transportation Plan.

**Americans with Disabilities Act (ADA):** This 1990 federal legislation mandates changes in building codes, transportation, and hiring practices to prevent discrimination against persons with disabilities in projects involving federal dollars, including federally and non-federally funded transportation projects.

**At-Grade:** Refers to competing transportation systems that share the same plane. For example, rail and highways intersect where there is no tunnel or bridge.

**Commute Trip Reduction (CTR):** Legislation requiring major employers in nine counties in the state — with populations of 150,000 or more — to take measures to reduce the number of single occupant vehicle (SOV) trips and the number of vehicle miles traveled (VMT) by their employees.

**Concurrency:** A term used in the Growth Management Act that describes the requirement that supporting infrastructure must be in place or "concurrent with the development" to accommodate transportation impacts, or a financial commitment is in place to provide the improvements or strategies within six years.

**Congestion**: A condition characterized by unstable traffic flows that prohibits movement on a transportation facility at optimal legal speeds. Recurrent congestion is caused by constant excess volume compared with capacity. Nonrecurring congestion is caused by actions such as special events and/or traffic incidents.

**Corridor**: In planning, a broad geographical band that follows a general directional flow or connects major sources of trips. It may contain a number of streets and highways and transit lines and routes.

**Culvert:** Any drainage or service structure under a roadway or guideway with a clear opening of 20 feet (6 meters) or less measured along the center of the roadway or guideway.

**Daily Vehicle Delay (DVD):** The sum of hourly delay values (for 24 hours) for all vehicles traveling on a typical day for both directions in one mile of roadway.

**Deficiency:** A condition that does not meet adopted policy criteria.

**Freight and Goods Transportation System (FGTS):** A statewide network and classification system of state highways, county roads, and city streets that carry freight. Routes are classified by total tonnages of freight carried per year.

- T-1: Over 10 million tons
- T-2: 4 million to 10 million
- T-3: 300,000 to 4 million
- T-4: 100,000 to 300,000
- T-5: Over 20,000 in 60 days

**Goal:** In policy-making and planning, broad statements of directions in which planning or action is aimed; general value statements representing an ideal end that the community wishes to attain.

**Grade Separation:** A vertical separation of intersecting facilities (road, rail, etc.) by the provision of crossing structures. For example, a rail/highway intersection where there is a tunnel or a bridge.

**Gray Notebook:** A periodic report prepared by WSDOT staff to track a variety of performance and accountability measures for routine review by the Transportation Commission and others.

**Greenhouse Gases:** A gas that contributes to the greenhouse effect. The greenhouse effect is the blocking by some atmospheric gases (notably carbon dioxide) of the radiation of heat from the surface of the Earth back into space, leading to the possibility of a worldwide rise in temperature.

**Growth Management Act (GMA):** Passed by the state legislature in 1990, and amended in 1991, GMA addresses the negative consequences of unprecedented population growth and suburban sprawl in Washington. The GMA requires all cities and counties in the state to do some planning and has more extensive requirements for the largest and fastest-growing counties and cities in the state. Its requirements include guaranteeing the consistency of transportation and capital facilities plans with land use plans.

**High Capacity Transit (HCT):** A public transit system, such as rail, that can accommodate large volumes of riders.

**High Occupancy Vehicle (HOV) Lane:** A highway lane for use only by carpools, vanpools and buses. HOV lanes are designated by a diamond (◇) traffic marking.

**Impervious Surface:** A hard surface that either prevents or retards the entry of water into the soil.

**Intermodal:** Refers to facilities where freight or passengers change modes (types) of transport. For example, at airports, freight and passengers make intermodal transfers between motorized vehicles and airplanes.

**Intelligent Transportation System (ITS):** Generally refers to the application of advanced electronics and computer technology to automate highway and vehicle systems to enable more efficient and safer use of existing highways.

**Intermodal Surface Transportation Efficiency Act (ISTEA):** This 1991 legislation implemented broad changes in the way transportation decisions are made by emphasizing diversity and balance of modes and preservation of existing systems over construction of new facilities, especially roads. Also proposed was a series of social, environmental, and energy factors that must be considered in transportation planning, programming, and project selection (also see TEA-21).

**Level of Service (LOS):** A qualitative measure used to describe the performance of different transportation elements.

**Local Needs:** The needs for those city streets and county roads that are supported by state and local tax revenues and state grant programs.

**Lowest Lifecycle Cost:** In terms of highway pavement preservation, this is the point in a pavement's lifecycle where optimum pavement life has been achieved and the least cost to resurface is obtained. Pavements that have gone beyond this optimum point typically incur more costs to rehabilitate.

**Metropolitan Planning Organization (MPO):** An agency designated by a governor (or governors in multi-state areas) to administer the federally required transportation planning process for a metropolitan area. An MPO must be in place in every urbanized area with a population of over 50,000.

**Metropolitan Transportation Plan (MTP):** A detailed long-range transportation plan that guides future regional investments and responds to legal mandates contained in ISTEA, the 1990 Clean Air Act Amendments, and the State of Washington's Growth Management Act.

**Mobility:** The ability of any individual to move about in a community, a region, or the state.

**Mode:** A form of transport. For example, buses and bicycles are both transportation modes.

**Multimodal:** Refers to a plan or program that accounts for the needs and/or trends of multiple modes.

**Need:** Solution and cost aligned to a WTP objective or action strategy.

**Objective:** A specific, desired outcome for the transportation system in Washington's Transportation Plan.

**Outfall:** A structured drainage of stormwater runoff from highways or intersecting streams.

**Paratransit:** Transit service that is publicly or privately operated, scheduled, or dispatched upon demand, providing "point-to-point" transit service. Normally used in specialized applications with user eligibility limitations (e.g., elderly and/or disabled) or where demand is not sufficient to support fixed-route service.

**Park and Ride Lot:** A parking facility for individuals to rendezvous for carpools, vanpools, or public transportation as a transfer of mode with their private automobile.

**Regional Transportation Plan (RTP):** A plan coordinating transportation planning efforts of all member jurisdictions, as required by all RTPOs receiving funding for regional planning under the Regional Transportation Plan Program of the GMA.

**Regional Transportation Planning Organization (RTPO):** Voluntary organizations with representatives from local governments and regional transportation providers to coordinate transportation planning activities within a region. Authorized by the Growth Management Act of 1990.

**Regional Transportation Authority (RTA):** One of the agencies established by legislation that has the ability to provide High Capacity Transit.

**Revised Code of Washington (RCW):** Code enacted by the State of Washington and intended to embrace in a revised, consolidated, and codified form and arrangement all the laws of the state of a general and permanent nature.

**Single Occupancy Vehicle (SOV):** A passenger car or truck carrying only one person (a driver).

**State-Interest:** The portion of the state transportation system that is owned and/or operated by local jurisdictions, agencies, and private corporations and is of importance to the entire transportation system. The State-Interest systems' needs were identified through Regional Transportation Organizations (RTPO) in collaboration with local jurisdictions and agencies, and private corporations. These modes include Public Transportation, Freight and Intercity Passenger Rail, Marine Ports and Navigation, Bicycle and Pedestrian Transportation, and Aviation.

**State-Owned:** The portion of the state transportation system that is owned and/or operated by the state. The State-Owned systems include state highways, Washington State Ferries (WSF), and state airports. The state also owns eight daily trains of the Amtrak *Cascades* passenger rail system. Amtrak is contracted to operate all twelve of the Amtrak *Cascades* trains. The needs for state-owned systems were identified by the systems in coordination with the Regional Transportation Planning Organizations.

**Stormwater:** That portion of precipitation that does not naturally percolate into the ground or evaporate, but flows via overland flow, interflow, channels, or pipes into a defined surface water body or infiltration facility.

**Telecommuting:** The substitution of electronic or telephone systems for traditional forms of transportation. A person that uses a personal computer at their home or at a neighborhood workstation, that is linked by a modem or facsimile machine to their work place or coworkers, is telecommuting when they can substitute a journey to work electronically. This can also apply to other travel substitutions, including teleconference, telemedicine, etc.

**Transportation Demand Management (TDM):** Measures designed to reduce the number of single-occupant-vehicle (SOV) trips during the peak traffic period. Measures include person-trip reduction strategies, which eliminate trips completely, vehicle-trip reduction strategies that accommodate person trips in fewer vehicles, and peak-period modification strategies that move trips out of the most congested periods.

**Transportation Equity Act for the 21st Century (TEA 21):** Enacted July 22, 1998, TEA-21 authorizes highway, highway safety, transit and other surface transportation programs for the next 6 years. TEA-21 builds on the initiatives established in the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), which was the last major authorizing legislation for surface transportation. This new Act combines the continuation and improvement of current programs with new initiatives to meet the challenges of improving safety as traffic continues to increase at record levels, protecting and enhancing communities and the natural environment as we provide transportation, and advancing America's economic growth and competitiveness domestically and internationally through efficient and flexible transportation.

**Transportation Facilities and Services of Statewide Significance (TFSSS):** Major component of 1998 legislation, RCW 47.06.140, relating to transportation and growth management planning. It declares that certain transportation facilities and services are of statewide significance because they provide and support transportation functions that promote and maintain significant statewide travel and economic linkages.

**Transportation Management Area (TMA):** Under ISTEA, any urban area over 200,000 population is automatically a TMA, which subjects it to additional planning requirements but also entitles it to funds earmarked for large urbanized areas.

**Travel Delay Methodology:** A program developed by WSDOT as a performance measure tool to determine current and future 24-hour congestion conditions on all state highways. It is used to identify capacity-deficient sections of highways for inclusion in the State Highway System Plan list of needs.

**Travel Rate Index (TRI):** A comparison of the time needed to get from one point to another with and without congestion. If the TRI equals 1.0, then the vehicle is traveling at the posted speed limit and not experiencing delay. If the TRI equals 2.0, then congestion is making the trip take twice as long.

**Twenty-foot Equivalent Unit (TEU):** A common denominator for varying lengths of containers used in maritime transportation.

**Vehicle Miles Traveled (VMT):** A measure of highway system use reflecting the number of miles traveled over a highway section, route or system. VMT is calculated by multiplying the total highway section length by the total number of vehicles that have traveled over that section within a given time.

**Washington State Transportation Commission (WSTC):** The seven-member board appointed by the Governor that oversees WSDOT.

**Watershed:** An area of land surface defined by a topographic divide that collects precipitation into a stream or river. Sometimes referred to as a drainage basin.


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# APPENDIX B

# WTP PLANNING PROCESS AND PUBLIC INVOLVEMENT

## I. WTP PLANNING PROCESS

WSDOT updated the WTP in three phases. Each phase focused on a specific effort with a timeline. (See the timeline on the next page.)

**Phase I:**

**Phase I** involved **Collaboration**. All of WSDOT's transportation partners were involved: the public, Regional Transportation Planning Organizations, Metropolitan Planning Organizations, the Governor's Office, the business community, the Legislative Transportation Committee, citizen groups, and Tribal Governments in Washington. In Phase I, WSDOT sought to collaboratively develop a common vision for transportation in Washington. This included setting priorities with our transportation partners to develop the plan. The chronology of Phase I events is below.

### A. WTP Process Improvement Team (September 12, 1997 to November 14, 1997 Final Report):

The team's mission was to evaluate the statewide transportation planning process. The team accomplished the following outcomes:

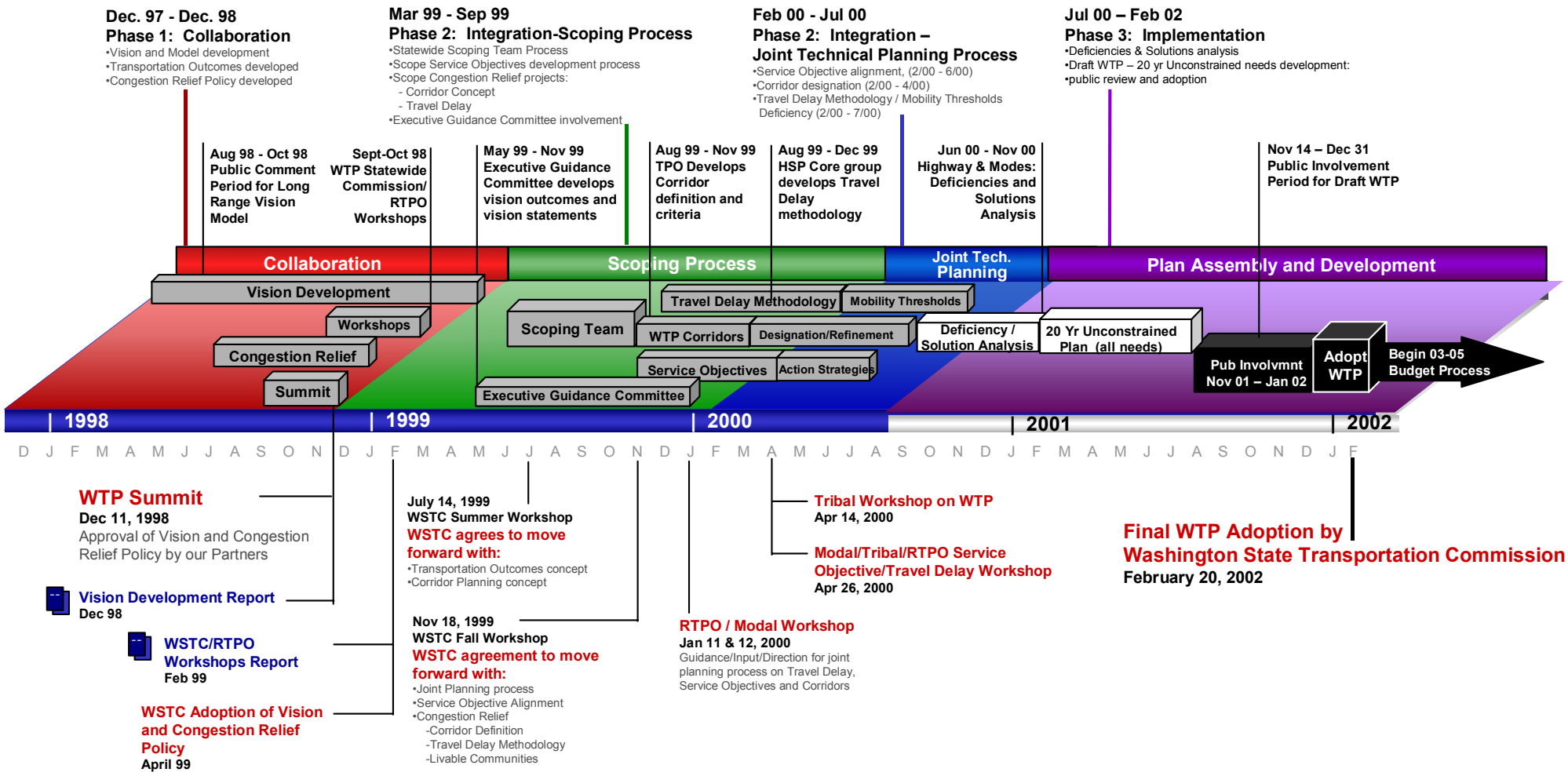
1) Definition of the purpose of the WTP;
2) Identification of linkages with other plans;
3) Development of a framework for the WTP;
4) Recommendation of the WTP infrastructure; and
5) Development of an implementation plan.

The effort was geared toward meeting the requirements of the broad spectrum of users of the WTP.

### B. Vision and Model Development (December 23, 1997 to November 13, 1998):

The initial step of the WTP process was to articulate a vision for transportation in Washington. The visioning project made use of a scenario-based process in order to identify the preferred vision for transportation. The visioning committee examined the driving forces shaping the transportation system. Once major driving forces were defined and the trends examined, the visioning committee developed two scenarios: one based on current trends and the other based on an ideal vision of our transportation system.

Monthly one-day workshops were conducted to analyze trends. MPOs and RTPOs provided regional perspectives. The draft future and trend scenario was presented to all transportation partners for review.




# Washington's Transportation Plan Update Timeline

## C. Commission / RTPO / MPO Workshops (September – October 1998):

Workshops engaged the RTPOs and MPOs in the update of the WTP. The workshops served to integrate the vision into all of the regional planning processes throughout the state. RTPOs/MPOs also developed themes that gave perspectives on needs and issues most likely to affect their transportation systems in the future. The themes reflected those previously developed in their regional transportation plans and were included in both the trend-based (no action) and preferred-future scenarios. The workshops were an important step leading to Phase II and the integration of regional and statewide planning processes.

The final draft of the vision was the key resource document for the joint WTP Summit.

## D. Congestion Relief Policy (August to November 1998):

The goal of congestion relief is "to improve travel time reliability and reduce travel delay for people and freight on the state highway system. These improvements should be measurable and noticeable to the public." The policy contains strategic concepts that define investment priorities, provide guidance on making investment priorities, advocate corridor planning and the use of congestion relief tools, prescribe development of modeling methods, and allow for performance measurement systems.

The congestion relief policy fulfilled requirements and expectations that could be found in the WTP Update, state and federal laws, the imbalance of needs and resources, policy interests, and public opinion. Workgroup participants were the Washington Transportation Commission, the Governor's Office, legislators, RTPOs and MPOs, transit, business, local officials, and WSDOT executive management. The congestion relief policy was endorsed at the WTP Transportation Summit.

## E. WTP Transportation Summit (December 11, 1998):

Washington's transportation leaders and partners established a course for Washington's transportation future by endorsing the vision at the WTP Transportation Summit held in Tacoma, Washington. The Summit was a key event, culminating Phase I of the WTP update process. The Summit included more than 100 statewide leaders in the field of transportation, from the Washington Transportation commission, legislators, RTPOs, MPOs, the Governor's Office, the Blue Ribbon Commission on Transportation, Tribal Governments in Washington, private sector interests, and others with an interest in transportation.

Key results of the Summit were:

1) Endorsement of the vision;
2) Commitment to work in partnership to achieve the state's new transportation vision;
3) Agreement to take a strategic approach in addressing the state's transportation needs by focusing on the most critical needs; and
4) Endorsement of the congestion relief policy.

## Phase II:

**Phase II** involved **Integration** of planning processes. The purpose of Phase II was to coordinate planning efforts at the regional level to develop an integrated roll-up of the transportation plans of the 14 RTPO/MPOs, as well as meet inter-regional and statewide needs. The chronology of events was:

### A. Step 1: Development

**Statewide Scoping Team** (January 1999 to June 2000):

The Statewide Scoping Team was formed at the February 1999 Statewide Planners Meeting. The Scoping Team's purpose was to identify and document the scope of work to coordinate transportation planning efforts and integrate the various travel modes. The scope of work identified the following:

1) Communications goal and objectives;
2) Research and recommendations;
3) Timing, strategies, and tactics;
4) A schedule for deployment of communications and public involvement activities, as well as implementation;
5) Evaluation; and
6) Environmental screening in the planning stage.

**Executive Guidance Committee** (May 1999 to November 2000):

The role of the Executive Guidance Committee was to help develop a set of transportation outcome-oriented service objectives and performance measures. The EGC also provided insight, review, and direction in development of the travel delay methodology and the WTP corridor designation process. Members of the Washington Transportation Commission and WSDOT's executive management formed the core of the committee.

**Transportation Planning Office, WSDOT** (March 1999 to December 2000):

The Transportation Planning Office developed the WTP corridor planning proposal, which consists of the following definitions and criteria:

1) HSS define strategic corridors;
2) Other modes serving travel demand in HSS corridors including statewide corridors and regional strategic corridors.

The Highways System Plan Core Group developed a travel delay methodology. This is a performance measurement tool that measures congestion throughout the day. Using this tool, analysts can measure deficiencies on the highway system as well as the effectiveness of solutions for reducing congestion.

**B. Step 2: Deployment - Transportation Commission Summer Workshop** (July 14, 1999) and **Fall Workshop** (November 18, 1999):

During these two workshops, outcome-oriented service objectives and measurements, the corridor process, the communications plan, and the environmental screening process were discussed and debated. As a result of this discussion, partners endorsed the following:

1) Corridor planning inclusive of the congestion relief policy and the WTP corridor planning proposals;

2) Vision statement and vision outcome statements and performance measures; and

3) The joint state / regional planning process. Joint technical planning would be characterized as having three distinct roles:
   a. The state sets service objectives and state plans;
   b. The state sets service objectives and region plans; and
   c. The RTPO sets service objectives and RTPO plans.

**C. Step 3: Integration – Workshops** (January 2000 to October 2000):

**RTPO / Modal Workshops** (January 11 & 12, 2000)
WSDOT sought guidance, input, and direction at these workshops. The joint planning process influenced discussion covering travel delay methodology, service objectives, the corridors, and review of regional and modal transportation plan. Statewide and inter-regional needs were addressed along with regional ones. Subjects of discussion included critical corridor analysis and modal integration, deficiency analysis, gap analysis, and updating modal plans.

**Tribal Governments in Washington** (April 2000 and October 2000):

Workshops were conducted to bring Tribal perspectives into the WTP update process. Perspectives gained from the workshops were:

1) To improve the participation of Tribal Governments in Washington in transportation planning processes;
2) Seek participation of Tribal Governments in Washington in the development of service objective and action strategies so as to address Tribal employment and economic development issues and other needs; and
3) Address the Centennial Accord in the WTP.

As a result of the workshops, ongoing collaboration, and also working together with the Bureau of Indian Affairs, Tribal transportation needs were identified.

## Phase III:

**Phase III** of the timetable was the plan **Implementation** period. The purpose of Phase III was to develop the Draft WTP, a public review and a final plan. The chronology of events were:

### A. Development of the WTP for Adoption (July 2001 to February 2002):

Work on writing the Draft WTP based on previous drafts, comments and reviews was begun in July 2001. The Draft WTP is a 20-year needs plan that describes transportation goals, objectives, and costs necessary to maintain, operate, preserve, and improve our state's transportation system. The WTP provides a policy framework for responding to the changes affecting Washington State and will be used to develop 10-year implementation plans and two-year budget programs.

The Transportation Commission reviewed the Draft WTP in October 2001.

November 15th, 2001 marked the beginning of the public comment period. January 18th, 2002 marked the end of the public comment period.

On February 20, 2002, the Final 2003 – 2022 WTP was adopted by the Transportation Commission.

### B. Public Comment and Communications Plan (July 2001 to February 2002):

See the next section for Public Involvement information.

# II. PUBLIC INVOLVEMENT

## Public Comment & Communication Plan for Draft WTP

### Approach Overview

Target Group: Partners

- Partner outreach meets involvement requirements.
- Final coordination with partners (i.e. RTPOs, Tribal Governments) was treated as closure.

Target Group: Public

- Outreach meets at least partial involvement requirements.
- Involvement focused during the comment period on the draft product.
- Comments will be gathered using internet/WSDOT website tool with broad announcements through newspapers and RTPOs.

All efforts were coordinated and conducted in collaboration and agreement with WSDOT's Communication Office.

### Background: The Plan

The WTP defines goals, objectives, and costs to maintain, operate, preserve, and improve our state transportation system from 2003 to 2022. It provides a policy direction to frame appropriate responses to the changes affecting Washington State. It is updated periodically to track trends and analyze new and emerging transportation needs.

The last phase of the WTP update process included development of a draft plan, rollout of the draft plan, comment period, and adoption of the final plan. Three components that comprise the public involvement process are awareness, input, and feedback. The approach for the roll out plan reflected the following goals: provide closure with our transportation partners and outline the public comment strategy.

The WTP will serve as a resource for program and budget development. The plan will be used to develop coordinated 10-year implementation plans and two-year budget programs.

This WTP Update is the result of a collaborative effort to obtain insight, direction and data in planning the state's transportation future. It reflects a strong partnership with the 14 Regional Transportation Planning Organizations, local jurisdictions and the Tribal Governments in Washington. This update unifies the analysis of the regional transportation plans (RTPs) into one statewide plan.

### Involvement Efforts

There were numerous opportunities throughout the update process for public participation. In 1997, prior to embarking on the update, WSDOT commissioned a survey to develop an understanding of the transportation priorities in the state. Statewide focus groups and a telephone survey of 600 Washington State residents measured views about transportation priorities, system maintenance, and agency performance. That customer satisfaction survey enabled WSDOT to respond with a meaningful transportation policy plan.

Much of the involvement occurred through community representation via the WSDOT regions, the MPOs/RTPOs, Tribal liaisons, and other transportation partners. This collaboration included many joint meetings with transportation partners throughout the state, presentations and workshops, and a statewide transportation summit. Examples of ongoing outreach efforts that meet the criteria of early and continuing involvement included web page development, provision for email and phone connections, *WTP and Me* newsletter, and *WSDOT Ex-Press* inserts. Each of these communication tools provided opportunities for participation and feedback and helped achieve the objectives to inform, educate, and seek comment.

## Objectives for Communications Strategy

This WTP update process has been lengthy, so all key messages were tailored to the dual objectives of wrapping up the plan with our transportation partners and efficiently enabling public comment. Although there had been opportunities for public comment throughout the planning process, respondents to the survey asked WSDOT to do a better job of providing them with information about who we are and what we do. Information and education should be the foundation of outreach efforts. This communications strategy was designed to:

- Provide information about WTP (purpose, process, schedule).
- Educate people about WSDOT's role in transportation planning.
- Provide closure with partners.
- Offer opportunities for meaningful public comment.
- Conduct public information and comment efforts in such a way that people knew that their concerns and ideas had been considered throughout the three phases of the plan.

Target Audience: Partners

- Partner outreach meets involvement requirements; Final coordination with partners was treated as wrap up, or close-out.

Target Audience: Public

- Outreach meets at least partial involvement requirements; Involvement focused on comment period for draft product.

## Target Audiences Defined:

Partners

### Planning Partners

- Metropolitan Planning Organizations (MPOs)
- Regional Transportation Planning Organizations (RTPOs)
- Tribal Governments in Washington
- Transit Agencies
- Special Interest participating to date (i.e. Congestion Relief policy group)

### Other External Partner Audience

- Governor's Office
- Legislative Transportation Committee
- Elected Officials (Local and State)
- Local Government

### Internal Partner Audience

WSDOT Staff

- Washington Transportation Commission
- Executive Level Staff

- Technical and Planning Staff
- All Other WSDOT Staff

Public Audience

- General Public
- Special Interest (e.g., Non-Motorized and Environmental)
- Large Employers/Private Sector Organizations
- Freight and Economic Interests

## Closing Out the Plan

WSDOT relied on partnering with the regions and the MPOs/RTPOs to provide closure for the plan, highlight the collaborative efforts that laid a foundation for the development of a comprehensive 20-year transportation plan, and celebrate/promote efficient and effective planning partnerships. Extensive collaboration occurred with transportation partners throughout the planning process such as meetings, workshops, presentations, and briefings.

Target Audience

- See above: "Partners"

Key Messages

- The WTP is the 20-year policy and multi-modal transportation plan.
- Extensive efforts were made to study and address transportation issues with our partners.
- The plan will be used to develop 10-year project implementation plan and two-year budget programs.
- The needs identified in the plan are based on specific goals, objectives, and action strategies.
- The production and delivery of this plan satisfies federal and state requirements which link state, regional, local, and modal plans.

Strategies

WSDOT has successfully worked with transportation partners to develop collaborative planning processes, and should continue to coordinate and collaborate with regions and planning organizations.

Examples of cooperative opportunities included disseminating information at forums such as regional planners meetings and RTPO/MPO meetings; key partner briefings; piggybacking on professional conferences; continuing ongoing outreach efforts such as conference calls and meetings.

Suggested communication tools included:

- Key tool: Website-based public involvement/comment with promotion by newspaper announcements.
- Utilization of agency or regional newsletters announcing WTP and public comment activities.
- Development of a leaflet describing the WTP and detailing the timeline for completion provided closure with partners and became a tool for them to distribute internally and externally.
- Updating the website to provide joint links with WTP and updating the WTP hotline to announce closure of the update process and invite public comment. Information pieces

were developed to provide some highlights of the plan, describe the timeline, and encourage public comment via the WTP website or the toll-free phone line.

## Public Comment Process

Public participation is the foundation of every successful agency's mission. The intent of communication and public involvement is to stimulate public comment. The goal is to enhance the public participation that had occurred throughout the WTP update planning process. WSDOT continued to inform the public via representative groups. The public comment process was accessible, inclusive, and proactive.

### Target Audiences

- The Public at large.

### Key Messages

- The WTP is the 20-year policy and multi-modal transportation plan.
- WSDOT is a collaborative planning agency working with all transportation partners and members of the public.
- Extensive efforts were made to study and address transportation issues with our partners that represent the various regions and interests.
- The plan will be used to develop 10-year project implementation plan and two-year budget programs.
- The needs identified in the plan are based on specific goals, objectives, and action strategies.
- The production and delivery of this plan satisfies federal and state requirements which link state, regional, local, and modal plans.

### Strategies

Throughout the update process, there were numerous opportunities for feedback and input. A public opinion survey laid the groundwork for the vision development process, which culminated in a transportation summit. Other examples of successful two-way communication designed to solicit input included a statewide children's drawing contest, policy board meetings and technical workshops, informational fliers and reports. Outreach efforts were catalogued and reviewed.

Examples of public involvement activities that were appropriate for the last phase of the WTP update included collaborating with our partners to piggyback on regional public involvement tours or planning organizations outreach efforts, and using the media to promote WTP and solicit comment via the toll free phone line, email, or comment card.

### Key Strategy

Comments were gathered using internet/WSDOT website tool with broad announcements through newspapers, RTPOs etc.

Other communication tools included:

- Development of newspaper ads to inform, educate, invite comment, and meet legal requirements.
- Development of graphic display boards and leaflets for distribution and display.
- Distribution of draft at libraries, regional offices, other sites.
- Development of data assessment plan; development of process for incorporating input into process; maintenance and analysis of comment and response database; and development of evaluation forms.

**Revised Timeline (modified 12/19/01)**

**2001**

10/17-10/18 **October Commission Meeting**
Present Draft WTP to Commission for Discussion/Feedback
Present Draft Communications Plan for Discussion/Feedback
Begin Internal Review Period for WTP

11/14-11/15 **November Commission Meeting**
Present Final Draft WTP and Communication Plan
Begin Public Comment Period (to exceed 30-day minimum standard)

**2002**

1/18 End Public Comment Period

2/19-2/20 **February Commission Meeting**
Present Public Comments and Final Draft WTP for Adoption

## Highlights of Outreach Activities

- Published Public Notices (in Spanish and English) in newspapers throughout Washington.
- Disseminated review copies to libraries throughout the state.
- Distributed hard copies and CD-ROMs throughout the state.
- Scheduled 14 MPO/RTPO meetings with Commissioners, WSDOT regions, the Headquarters Transportation Planning Office.
- Compiled 1,833 visitor sessions on the WTP website.
- Received 38 comments.


Washington State
Department of Transportation

# APPENDIX C

# FEDERAL AND STATE STATUTORY REQUIREMENTS

WTP satisfies state and federal requirements to develop a statewide transportation plan that covers a period of at least 20 years. State law (Revised Code of Washington Chapters 47.01 and 47.06.030) mandates Washington State Department of Transportation (WSDOT) and the Washington State Transportation Commission (WSTC) to create "a guide for short-term investment needs and provide a long-range vision for transportation system development." The role of the WSTC is to submit a policy plan for state legislators, while WSDOT works to build the plan.

Under federal law (Federal Title 23, Chapter I, Section 450.214), Washington State has the responsibility to develop a statewide transportation plan that covers a period of at least 20 years. Ultimately, projects must be consistent with the plan in order to qualify for federal funding. Also, in order to receive federal funding, projects that come from the WTP must be included in the State Transportation Improvement Program (STIP).

The following state and federal laws guide the WTP planning and programming process. This process enables WSDOT to deliver the needed transportation improvements for the State of Washington.

## CODE OF FEDERAL REGULATIONS

**FEDERAL TITLE 23--HIGHWAYS**
**CHAPTER I--FEDERAL HIGHWAY ADMINISTRATION, DEPARTMENT OF TRANSPORTATION**
**PART 450--PLANNING ASSISTANCE AND STANDARDS**
**Subpart B--Statewide Transportation Planning**

**Sec. 450.200 Purpose.**

The purpose of this **subpart** is to implement 23 U.S.C. 135, which requires each State to carry out a continuing, comprehensive, and intermodal statewide transportation planning process, including the development of a statewide transportation plan and transportation improvement program, that facilitates the efficient, economic movement of people and goods in all areas of the State, including those areas subject to the requirements of 23 U.S.C 134.

**Sec. 450.202 Applicability.**

The requirements of this **subpart** are applicable to States and any other agencies/organizations that are responsible for satisfying these requirements.

**Sec. 450.204 Definitions.**

Except as otherwise provided in **subpart** A of this part, terms defined in 23 U.S.C. 101(a) are used in this part as so defined.

**Sec. 450.206 Statewide transportation planning process: General requirements.**

(a) The statewide transportation planning process shall include, as a minimum:

(1) Data collection and analysis;

(2) Consideration of factors contained in Sec. 450.208;

(3) Coordination of activities as noted in Sec. 450.210;

(4) Development of a statewide transportation plan that considers a range of transportation options designed to meet the transportation needs (both passenger and freight) of the state including all modes and their connections; and

(5) Development of a statewide transportation improvement program (STIP).

(**b**) The statewide transportation planning process shall be carried out in coordination with the metropolitan planning process required by **subpart** C of this part.

**Sec. 450.208 Statewide transportation planning process: Factors.**

(a) Each State shall, at a minimum, explicitly consider, analyze as appropriate and reflect in planning process products the following factors in conducting its continuing statewide transportation planning process:

~~(1) The transportation needs (strategies and other results) identified through the management systems required by 23 U.S.C. 303;~~ *

~~(2) Any Federal, State, or local energy use goals, objectives, programs, or requirements;~~ *

~~(3) Strategies for incorporating bicycle transportation facilities and pedestrian walkways in appropriate projects throughout the State;~~ *

~~(4) International border crossings and access to ports, airports, intermodal transportation facilities, major freight distribution routes, national parks, recreation and scenic areas, monuments and historic sites, and military installations;~~ *

~~(5) The transportation needs of nonmetropolitan areas (areas outside of MPO planning boundaries) through a process that includes consultation with local elected officials with jurisdiction over transportation;~~ *

~~(6) Any metropolitan area plan developed pursuant to 23 U.S.C. 134 and section 8 of the Federal Transit Act, 49 U.S.C. app. 1607;~~ *

~~(7) Connectivity between metropolitan planning areas within the State and with metropolitan planning areas in other States;~~ *

~~(8) Recreational travel and tourism;~~ *

~~(9) Any State plan developed pursuant to the Federal Water Pollution Control Act, 33 U.S.C. 1251 et seq. (and in addition to plans pursuant to the Coastal Zone Management Act);~~ *

* Factors have been updated by the USDOT, but have not yet been published in the U.S. Codes.

~~— (10) Transportation system management and investment strategies designed to make the most efficient use of existing transportation facilities (including consideration of all transportation modes);~~ *

~~— (11) The overall social, economic, energy, and environmental effects of transportation decisions (including housing and community development effects and effects on the human, natural and manmade environments);~~ *

~~— (12) Methods to reduce traffic congestion and to prevent traffic congestion from developing in areas where it does not yet occur, including methods that reduce motor vehicle travel, particularly single-occupant motor vehicle travel;~~ *

~~— (13) Methods to expand and enhance appropriate transit services and to increase the use of such services (including commuter rail);~~ *

~~— (14) The effect of transportation decisions on land use and land development, including the need for consistency between transportation decision making and the provisions of all applicable short-range and long-range land use and development plans (analyses should include projections of economic, demographic, environmental protection, growth management and land use activities consistent with development goals and transportation demand projections);~~ *

~~— (15) Strategies for identifying and implementing transportation enhancements where appropriate throughout the State;~~ *

~~— (16) The use of innovative mechanisms for financing projects, including value capture pricing, tolls, and congestion pricing;~~ *

~~— (17) Preservation of rights-of-way for construction of future transportation projects, including identification of unused rights-of-way which may be needed for future transportation corridors, identification of those corridors for which action is most needed to prevent destruction or loss (including strategies for preventing loss of rights-of-way);~~ *

~~— (18) Long-range needs of the State transportation system for movement of persons and goods;~~ *

~~— (19) Methods to enhance the efficient movement of commercial motor vehicles;~~ *

~~— (20) The use of life-cycle costs in the design and engineering of bridges, tunnels, or pavements;~~ *

~~— (21) The coordination of transportation plans and programs developed for metropolitan planning areas of the State under 23 U.S.C. 134 and section 8 of the Federal Transit Act with the statewide transportation plans and programs developed under this **subpart**, and the reconciliation of such plans and programs as necessary to ensure connectivity within transportation systems;~~ *

~~— (22) Investment strategies to improve adjoining State and local roads that support rural economic growth and tourism development, Federal agency renewable resources management, and multipurpose land management practices, including recreation development; and~~ *

~~— (23) The concerns of Indian tribal governments having jurisdiction over lands within the boundaries of the State.~~ *

* Factors have been updated by the USDOT, but have not yet been published in the U.S. Codes.

(1) Economic vitality of the U.S., states, and MPOs; global competitiveness, productivity, efficiency;*

(2) Safety and security of the transportation system;*

(3) Increased accessibility and mobility options for people and freight;*

(4) Protection and enhancement of the environment, energy conversation and life quality;*

(5) Enhance integration and connectivity of the transportation system throughout the state, among modes and for people and freight;*

(6) Efficient operation and system management; and*

(7) Preservation of the existing transportation system.*

(**b**) The degree of consideration and analysis of the factors should be based on the scale and complexity of many issues, including transportation problems, land use, employment, economic development, environmental and housing and community development objectives, the extent of overlap between factors and other circumstances statewide or in sub areas within the State.

**Sec. 450.210 Coordination.**

(a) In addition to the coordination required under Sec. 450.208(a)(21), in carrying out the requirements of this **subpart**, each State, in cooperation with participating organizations (such as MPOs, Indian tribal governments, environmental, resource and permit agencies, public transit operators) shall, to the extent appropriate, provide for a fully coordinated process including coordination of the following:

(1) Data collection, data analysis and evaluation of alternatives for a transit, highway, bikeway, scenic byway, recreational trail, or pedestrian program with any such activities for the other programs;

(2) Plans, such as the statewide transportation plan required under Sec. 450.214, with programs and priorities for transportation projects, such as the STIP;

(3) Data analysis used in development of plans and programs, (for example, information resulting from traffic data analysis, data and plans regarding employment and housing availability, data and plans regarding land use control and community development) with land use projections, with data analysis on issues that are part of public involvement relating to project implementation, and with data analyses done as part of the establishment and maintenance of management systems developed in response to 23 U.S.C. 303;

(4) Consideration of intermodal facilities with land use planning, including land use activities carried out by local, regional, and multistate agencies;

(5) Transportation planning carried out by the State with transportation planning carried out by Indian tribal governments, Federal agencies and local governments, MPOs, large-scale public and private transportation providers, operators of major intermodal terminals and multistate businesses;

* Factors have been updated by the USDOT, but have not yet been published in the U.S. Codes.

(6) Transportation planning carried out by the State with significant transportation-related actions carried out by other agencies for recreation, tourism, and economic development and for the operation of airports, ports, rail terminals and other intermodal transportation facilities;

(7) Public involvement carried out for the statewide planning process with public involvement carried out for the metropolitan planning process;

(8) Public involvement carried out for planning with public involvement carried out for project development;

(9) Transportation planning carried out by the State with Federal, State, and local environmental resource planning that substantially affects transportation actions;

(10) Transportation planning with financial planning;

(11) Transportation planning with analysis of potential corridors for preservation;

(12) Transportation planning with analysis of social, economic, employment, energy, environmental, and housing and community development effects of transportation actions; and

(13) Transportation planning carried out by the State to meet the requirements of 23 U.S.C. 135 with transportation planning to meet other Federal requirements including the State rail plan.

(**b**) The degree of coordination should be based on the scale and complexity of many issues including transportation problems, land use, employment, economic, environmental, and housing and community development objectives, and other circumstances statewide or in sub areas within the State.

**Sec. 450.212 Public involvement.**

(a) Public involvement processes shall be proactive and provide complete information, timely public notice, full public access to key decisions, and opportunities for early and continuing involvement. The processes shall provide for:

(1) Early and continuing public involvement opportunities throughout the transportation planning and programming process;

(2) Timely information about transportation issues and processes to citizens, affected public agencies, representatives of transportation agency employees, private providers of transportation, other interested parties and segments of the community affected by transportation plans, programs, and projects;

(3) Reasonable public access to technical and policy information used in the development of the plan and STIP;

(4) Adequate public notice of public involvement activities and time for public review and comment at key decision points, including but not limited to action on the plan and STIP;

(5) A process for demonstrating explicit consideration and response to public input during the planning and program development process;

(6) A process for seeking out and considering the needs of those traditionally underserved by existing transportation systems, such as low-income and minority households which may face challenges accessing employment and other amenities;

(7) Periodic review of the effectiveness of the public involvement process to ensure that the process provides full and open access to all and revision of the process as necessary.

(**b**) Public involvement activities carried out in a metropolitan area in response to metropolitan planning requirements in Sec. 450.322(c) or Sec. 450.324(c) may by agreement of the State and the MPO satisfy the requirements of this section.

(c) During initial development and major revisions of the statewide transportation plan required under Sec. 450.214, the State shall provide citizens, affected public agencies and jurisdictions, employee representatives of transportation and other affected agencies, private and public providers of transportation, and other interested parties a reasonable opportunity to comment on the proposed plan. The proposed plan shall be published, with reasonable notification of its availability, or otherwise made readily available for public review and comment. Likewise, the official statewide transportation plan (see Sec. 450.214(d)) shall be published, with reasonable notification of its availability, or otherwise made readily available for public information.

(d) During development and major revision of the statewide transportation improvement program required under Sec. 450.216, the Governor shall provide citizens, affected public agencies and jurisdictions, employee representatives of transportation or other affected agencies, private providers of transportation, and other interested parties, a reasonable opportunity for review and comment on the proposed program. The proposed program shall be published, with reasonable notification of its availability, or otherwise made readily available for public review and comment. The approved program (see Sec. 450.220(c)) if it differs significantly from the proposed program, shall be published, with reasonable notification of its availability, or otherwise made readily available for public information.

(e) The time provided for public review and comment for minor revisions to the statewide transportation plan or statewide transportation improvement program will be determined by the State and local officials based on the complexity of the revisions.

(f) The State shall, as appropriate, provide for public comment on existing and proposed procedures for public involvement throughout the statewide transportation planning and programming process. As a minimum, the State shall publish procedures and allow 45 days for public review and written comment before the procedures and any major revisions to existing procedures are adopted.

(g) The public involvement processes will be considered by the FHWA and the FTA as they make the planning finding required in Sec. 450.220(**b**) to assure that full and open access is provided to the decision making process.

**Sec. 450.214 Statewide transportation plan.**

(a) The State shall develop a statewide transportation plan for all areas of the State.

(**b**) The plan shall:

(1) Be intermodal (including consideration and provision, as applicable, of elements and connections of and between rail, commercial motor vehicle, waterway, and aviation

facilities, particularly with respect to intercity travel) and statewide in scope in order to facilitate the efficient movement of people and goods;

(2) Be reasonably consistent in time horizon among its elements, but cover a period of at least 20 years;

(3) Contain, as an element, a plan for bicycle transportation, pedestrian walkways and trails that is appropriately interconnected with other modes;

(4) Be coordinated with the metropolitan transportation plans required under 23 U.S.C. 134;

(5) Reference, summarize or contain any applicable short range planning studies, strategic planning and/or policy studies, transportation need studies, management system reports and any statements of policies, goals and objectives regarding issues such as transportation, economic development, housing, social and environmental effects, energy, etc., that were significant to development of the plan; and

(6) Reference, summarize or contain information on the availability of financial and other resources needed to carry out the plan.

(c) In developing the plan, the State shall:

(1) Cooperate with the MPOs on the portions of the plan affecting metropolitan planning areas;

(2) Cooperate with the Indian tribal government and the Secretary of the Interior on the portions of the plan affecting areas of the State under the jurisdiction of an Indian tribal government;

(3) Provide for public involvement as required under Sec. 450.212;

(4) Provide for substantive consideration and analysis as appropriate of specified factors as required under Sec. 450.208; and

(5) Provide for coordination as required under Sec. 450.210.

(d) The State shall provide and carryout a mechanism to establish the document, or documents, comprising the plan as the official statewide transportation plans.

(e) The plan shall be continually evaluated and periodically updated as appropriate using the procedures in this section for development and establishment of the plan.

**Sec. 450.216 Statewide transportation improvement program (STIP).**

(a) Each State shall develop a statewide transportation improvement program for all areas of the State. In case of difficulties in developing the STIP portion for a particular area, e.g., metropolitan area, Indian tribal lands, etc., a partial STIP covering the rest of the State may be developed. The portion of the STIP in a metropolitan planning area (the metropolitan TIP developed pursuant to **subpart** C of this part) shall be developed in cooperation with the MPO. To assist this process, the State will need to provide MPOs with estimates of available Federal and State funds which the MPO can utilize in developing the metropolitan TIP. Metropolitan planning area TIPs shall be included without modification in the STIP, directly or by reference, once approved by the MPO and the Governor and after needed conformity findings are made. Metropolitan TIPs in nonattainment and maintenance areas are subject to the FHWA and the FTA conformity findings before their inclusion in the STIP. In nonattainment and maintenance areas

outside metropolitan planning areas, Federal findings of conformity must be made prior to placing projects in the STIP. The State shall notify the appropriate MPO, local jurisdictions, Federal land agency, Indian tribal government, etc. when a TIP including projects under the jurisdiction of the agency has been included in the STIP. All title 23 and Federal Transit Act fund recipients will share information as projects in the STIP are implemented. The Governor shall provide for public involvement in development of the STIP as required by Sec. 450.212. In addition, the STIP shall:

(1) Include a list of priority transportation projects proposed to be carried out in the first 3 years of the STIP. Since the Governor approves each TIP, the TIP priorities will dictate STIP priorities for each individual metropolitan area. As a minimum, the lists shall group the projects that are to be undertaken in each of the years, e.g., year 1, year 2, year 3;

(2) Cover a period of not less than 3 years, but may at State discretion cover a longer period. If the STIP covers more than 3 years, the projects in the additional years will be considered by the FHWA and the FTA only as informational;

(3) Contain only projects consistent with the statewide plan developed under Sec. 450.214;

(4) In nonattainment and maintenance areas, contain only transportation projects found to conform, or from programs that conform, to the requirements contained in 40 CFR part 51;

(5) Be financially constrained by year and include sufficient financial information to demonstrate which projects are to be implemented using current revenues and which projects are to be implemented using proposed revenue sources while the system as a whole is being adequately operated and maintained. In nonattainment and maintenance areas, projects included in the first two years of the current STIP/TIP shall be limited to those for which funds are available or committed. In the case of proposed funding sources, strategies for ensuring their availability shall be identified;

(6) Contain all capital and non-capital transportation projects (including transportation enhancements, Federal lands highways projects, trails projects, pedestrian walkways, and bicycle transportation facilities), or identified phases of transportation projects, proposed for funding under the Federal Transit Act (49 U.S.C. app. 1602, 1607a, 1612 and 1614) and/or title 23, U.S.C. excluding:

(i) Safety projects funded under section 402 of the Surface Transportation Assistance Act of 1982, as amended (49 U.S.C. app. 2302);

(ii) IVHS planning grants funded under section 6055(**b**) of the Intermodal Surface Transportation Efficiency Act of 1991 (Pub. L. 102-240, 105 Stat. 1914);

(iii) Transit planning grants funded under section 8 or 26 of the Federal Transit Act (49 U.S.C. app. 1607 and 1622);

(iv) Metropolitan planning projects funded under 23 U.S.C. 104(f);

(v) State planning and research projects funded under 23 U.S.C. 307(c)(1) (except those funded with NHS, STP and minimum allocation (MA) funds that the State and MPO for a metropolitan area agree should be in the TIP and consequently must be in the STIP); and

(vi) Emergency relief projects (except those involving substantial functional, locational or capacity changes);

(7) Contain all regionally significant transportation projects requiring an action by the FHWA or the FTA whether or not the projects are to be funded with title 23, U.S.C. or Federal Transit Act funds, e.g., addition of an interchange to the Interstate System with State, local and/or private funds, demonstration projects not funded under title 23, U.S.C., or the Federal Transit Act. (The STIP should, for information purposes, include all regionally significant transportation projects proposed to be funded with Federal funds other than those administered by the FHWA or the FTA. It should also include, for information purposes, if appropriate and cited in any TIPs, all regionally significant projects, to be funded with non-Federal funds);

(8) Include for each project the following:

(i) Sufficient descriptive material (i.e., type of work, termini, length, etc.) to identify the project or phase;

(ii) Estimated total cost;

(iii) The amount of Federal funds proposed to be obligated during each program year;

(iv) For the first year, the proposed category of Federal funds and source(s) of non-Federal funds;

(v) For the second and third years, the likely category or possible categories of Federal funds and sources of non-Federal funds;

(vi) Identification of the agencies responsible for carrying out the project; and

(9) For non-metropolitan areas, include in the first year only those projects which have been selected in accordance with the project selection requirements in Sec. 450.222(c).

(b) Projects that are not considered to be of appropriate scale for individual identification in a given program year may be grouped by function, work type, and/or geographic area using the applicable classifications under 23 CFR 771.117 (c) and (d) and/or 40 CFR part 51.

(c) Projects in any of the first three years of the STIP may be moved to any other of the first three years of the STIP subject to the project selection requirements of Sec. 450.222.

(d) The STIP may be amended at any time under procedures agreed to by the cooperating parties consistent with the procedures established in this section (for STIP development), in Sec. 450.212 (for public involvement) and in Sec. 450.220 (for the FHWA and the FTA approval).

**Sec. 450.218 Funding.**

Funds provided under sections 8, 9, 18, and 26(a)(2) of the Federal Transit Act and 23 U.S.C. 104(**b**)(1), 104(**b**)(3), 104(f)(3) and 307(c)(1) may be used to accomplish activities in this **subpart**.

**Sec. 450.220 Approvals.**

(a) At least every two years, each State shall submit the entire proposed STIP, and amendments as necessary, concurrently to the FHWA and the FTA for joint approval. The State

shall certify that the transportation planning process is being carried out in accordance with all applicable requirements of:

(1) 23 U.S.C. 135, section 8(q) of the Federal Transit Act and this part;

(2) Title VI of the Civil Rights Act of 1964 and the Title VI assurance executed by each State under 23 U.S.C. 324 and 29 U.S.C. 794;

(3) Section 1003(**b**) of the Intermodal Surface Transportation Efficiency Act of 1991 (Pub. L. 102-240, 105 Stat. 1914) regarding the involvement of disadvantaged business enterprises in the FHWA and the FTA funded projects (sec. 105(f), Pub. L. 97-424, 96 Stat. 2100; 49 CFR part 23);

(4) The provisions of the Americans with Disabilities Act of 1990 (Pub. L. 101-336, 104 Stat. 327, as amended) and U.S. DOT regulations ``Transportation for Individuals with Disabilities'' (49 CFR parts 27, 37, and 38);

(5) The provisions of 49 CFR part 20 regarding restrictions on influencing certain Federal activities; and

(6) In States containing nonattainment and maintenance areas, sections 174 and 176 (c) and (d) of the Clean Air Act as amended (42 U.S.C. 7504, 7506 (c) and (d)).

(**b**) The FHWA and the FTA Administrators, in consultation with, where applicable, Federal lands agencies, will review the STIP or amendment and jointly make a finding as to the extent the projects in the STIP are based on a planning process that meets or substantially meets the requirements of title 23, U.S.C., the Federal Transit Act and subparts A, **B** and C of this part.

(c) If, upon review, the FHWA and the FTA Administrators jointly determine that the STIP or amendment meet, to an acceptable degree, the requirements of 23 U.S.C. 135 and these regulations (including **subpart** C where a metropolitan TIP is involved), they will approve the STIP. Approval action will take one of the following forms, as appropriate:

(1) Joint approval of the STIP;

(2) Joint approval of the STIP subject to certain corrective actions being taken;

(3) Joint approval of the STIP as the basis for approval of identified categories of projects; and/or

(4) Under special circumstances, joint approval of a partial STIP covering only a portion of the State.

(d) The joint approval period for a new STIP or amended STIP will not exceed two years. Where the State demonstrates that extenuating circumstances will delay the submittal of a new STIP or amended STIP for approval, FHWA and FTA will consider and take appropriate action on requests to extend the approval beyond two years for all or part of the STIP for a limited period of time. Where the request involves projects in a metropolitan planning area(s), the affected MPO(s) must concur in the request and if the delay was due to the development and approval of the TIP, the affected MPO(s) must provide supporting information for the request. If nonattainment and/or maintenance areas are involved, a request for an extension cannot be granted if the conformity determination on the TIP is no longer valid under EPA's conformity regulations (40 CFR part 51).

(e) If, upon review, the FHWA and the FTA Administrators jointly determine that the STIP or amendment does not substantially meet the requirements of 23 U.S.C. 135 and this part for any identified categories of projects, they will not approve the STIP.

(f) The FHWA and the FTA will notify the State of actions taken under this section.

(g) Where necessary in order to maintain or establish operations, the Federal Transit Administrator and/or the Federal Highway Administrator may approve operating assistance for specific projects or programs even though the projects or programs may not be included in an approved STIP.

**Sec. 450.222 Project selection for implementation.**

(a) Except as provided in Secs. 450.220(f) and 450.216(a)(7), only projects included in the Federally approved STIP shall be eligible for funds administered by the FHWA or the FTA.

(**b**) In metropolitan planning areas, transportation projects requiring title 23 or Federal Transit Act funds administered by the FHWA or the FTA shall be selected in accordance with procedures established pursuant to the project selection portion of the metropolitan planning regulation in **subpart** C of this part.

(c) Outside metropolitan planning areas, transportation projects undertaken on the National Highway System with title 23 funds and under the bridge and Interstate maintenance programs shall be selected by the State in consultation with the affected local officials. Federal lands highway projects shall be selected in accordance with 23 U.S.C. 204. Other transportation projects undertaken with funds administered by the FHWA shall be selected by the State in cooperation with the affected local officials, and projects undertaken with Federal Transit Act funds shall be selected by the State in cooperation with the appropriate affected local officials and transit operators.

(d) The projects in the first year of an approved STIP shall constitute an ``agreed to'' list of projects for subsequent scheduling and implementation. No further project selection action is required for the implementing agency to proceed with these projects except that if appropriated Federal funds available are significantly less than the authorized amounts, Sec. 450.332(c) provides for a revised list of ``agreed to'' projects to be developed upon the request of the State, MPO, or transit operators. If an implementing agency wishes to proceed with a project in the second and third year of the STIP, the specific project selection procedures stated in paragraphs (**b**) and (c) of this section must be used. Expedited selection procedures which provide for the advancement of projects from the second or third years of the STIP may be used if agreed to by all the parties involved in the selection.

**Sec. 450.224 Phase-in of new requirements.**

The State shall, by January 1, 1995, identify the official statewide transportation plan, described under Sec. 450.214, to be used as a basis for subsequently approved STIPs. Until such a plan is identified, but no later than January 1, 1995, the State may identify existing plans and policies which can serve as the official interim plan. STIP development shall be based upon a transportation plan which serves as the official plan (including an interim plan, if appropriate, prior to January 1, 1995, provided that all factors identified in Sec. 450.208 are considered).

## REVISED CODE OF WASHINGTON

**RCW 47.01.011**
**Legislative declaration.**

The legislature hereby recognizes the following imperative needs within the state: To create a state-wide transportation development plan which identifies present status and sets goals for the future; to coordinate transportation modes; to promote and protect land use programs required in local, state and federal law; to coordinate transportation with the economic development of the state; to supply a broad framework in which regional, metropolitan, and local transportation needs can be related; to facilitate the supply of federal and state aid to those areas which will most benefit the state as a whole; to provide for public involvement in the transportation planning and development process; to administer programs within the jurisdiction of this title relating to the safety of the state's transportation systems; and to coordinate and implement national transportation policy with the state transportation planning program.

The legislature finds and declares that placing all elements of transportation in a single department is fully consistent with and shall in no way impair the use of moneys in the motor vehicle fund exclusively for highway purposes.

Through this chapter, a unified department of transportation is created. To the jurisdiction of this department will be transferred the present powers, duties, and functions of the department of highways, the highway commission, the toll bridge authority, the aeronautics commission, and the canal commission, and the transportation related powers, duties, and functions of the planning and community affairs agency.

**RCW 47.01.071**
**Commission -- Functions, powers, and duties.**

The transportation commission shall have the following functions, powers, and duties:

(1) To propose policies to be adopted by the legislature designed to assure the development and maintenance of a comprehensive and balanced state-wide transportation system which will meet the needs of the people of this state for safe and efficient transportation services. Wherever appropriate the policies shall provide for the use of integrated, intermodal transportation systems to implement the social, economic, and environmental policies, goals, and objectives of the people of the state, and especially to conserve nonrenewable natural resources including land and energy. To this end the commission shall:

(a) Develop transportation policies which are based on the policies, goals, and objectives expressed and inherent in existing state laws;

(b) Inventory the adopted policies, goals, and objectives of the local and area-wide governmental bodies of the state and define the role of the state, regional, and local governments in determining transportation policies, in transportation planning, and in implementing the state transportation plan;

(c) Propose a transportation policy for the state, and after notice and public hearings, submit the proposal to the legislative transportation committee and the senate and house transportation committees by January 1, 1978, for consideration in the next legislative session;

(d) Establish a procedure for review and revision of the state transportation policy and for submission of proposed changes to the legislature;

(e) To integrate the state-wide transportation plan with the needs of the elderly and handicapped, and to coordinate federal and state programs directed at assisting local governments to answer such needs;

(2) To establish the policy of the department to be followed by the secretary on each of the following items:

(a) To provide for the effective coordination of state transportation planning with national transportation policy, state and local land use policies, and local and regional transportation plans and programs;

(b) To provide for public involvement in transportation designed to elicit the public's views both with respect to adequate transportation services and appropriate means of minimizing adverse social, economic, environmental, and energy impact of transportation programs;

(c) To provide for the administration of grants in aid and other financial assistance to counties and municipal corporations for transportation purposes;

(d) To provide for the management, sale, and lease of property or property rights owned by the department which are not required for transportation purposes;

(3) To direct the secretary to prepare and submit to the commission a comprehensive and balanced state-wide transportation plan which shall be based on the transportation policy adopted by the legislature and applicable state and federal laws. After public notice and hearings, the commission shall adopt the plan and submit it to the legislative transportation committee and to the house and senate standing committees on transportation before January 1, 1980, for consideration in the 1980 regular legislative session. The plan shall be reviewed and revised prior to each regular session of the legislature during an even-numbered year thereafter. A preliminary plan shall be submitted to such committees by January 1, 1979.

The plan shall take into account federal law and regulations relating to the planning, construction, and operation of transportation facilities;

(4) To propose to the governor and the legislature prior to the convening of each regular session held in an odd-numbered year a recommended budget for the operations of the commission as required by RCW 47.01.061;

(5) To approve and propose to the governor and to the legislature prior to the convening of each regular session during an odd-numbered year a recommended budget for the operation of the department and for carrying out the program of the department for the ensuing biennium. The proposed budget shall separately state the appropriations to be made from the motor vehicle fund for highway purposes in accordance with constitutional limitations and appropriations and expenditures to be made from the general fund, or accounts thereof, and other available sources for other operations and programs of the department;

(6) To review and authorize all departmental requests for legislation;

(7) To approve the issuance and sale of all bonds authorized by the legislature for capital construction of state highways, toll facilities, Columbia Basin county roads (for which reimbursement to the motor vehicle fund has been provided), urban arterial projects, and aviation facilities;

(8) To adopt such rules, regulations, and policy directives as may be necessary to carry out reasonably and properly those functions expressly vested in the commission by statute;

(9) To delegate any of its powers to the secretary of transportation whenever it deems it desirable for the efficient administration of the department and consistent with the purposes of this title;

(10) To exercise such other specific powers and duties as may be vested in the transportation commission by this or any other provision of law.

**RCW 47.06.010**
**Findings.**

The legislature recognizes that the ownership and operation of Washington's transportation system is spread among federal, state, and local government agencies, regional transit agencies, port districts, and the private sector. The legislature also recognizes that transportation planning authority is shared on the local, regional, and state levels, and that this planning must be a comprehensive and coordinated effort. While significant authority for transportation planning is vested with local agencies and regional transportation planning organizations under the growth management act, the legislature recognizes that certain transportation issues and facilities cross local and regional boundaries and are vital to the state-wide economy and the cross-state mobility of people and goods. Therefore, the state has an appropriate role in developing state-wide transportation plans that address state jurisdiction facilities and services as well as transportation facilities and services of state interest. These plans shall serve as a guide for short-term investment needs and provide a long-range vision for transportation system development.

**RCW 47.06.020**
**Role of department.**

The specific role of the department in transportation planning shall be (1) ongoing coordination and development of state-wide transportation policies that guide all Washington transportation providers; (2) ongoing development of a state-wide multimodal transportation plan that includes both state-owned and state-interest facilities and services; (3) coordinating the state high-capacity transportation planning and regional transportation planning programs; and (4) conducting special transportation planning studies that impact state transportation facilities or relate to transportation facilities and services of state-wide significance. Specific requirements for each of these state transportation planning components are described in this chapter.

**RCW 47.06.030**
**Transportation policy plan.**

The commission shall develop a state transportation policy plan that (1) establishes a vision and goals for the development of the state-wide transportation system consistent with the state's growth management goals, (2) identifies significant state-wide transportation policy issues, and (3) recommends state-wide transportation policies and strategies to the legislature to fulfill the requirements of RCW 47.01.071(1). The state transportation policy plan shall be the product of an ongoing process that involves representatives of significant transportation interests and the general public from across the state. The plan shall address how the department of transportation will meet the transportation needs and expedite the completion of industrial projects of state-wide significance.

**RCW 47.06.040**
**State-wide multimodal transportation plan.**

The department shall develop a state-wide multimodal transportation plan under RCW 47.01.071(3) and in conformance with federal requirements, to ensure the continued mobility of people and goods within regions and across the state in a safe, cost-effective manner. The state-wide multimodal transportation plan shall consist of:

(1) A state-owned facilities component, which shall guide state investment for state highways including bicycle and pedestrian facilities, and state ferries; and

(2) A state-interest component, which shall define the state interest in aviation, marine ports and navigation, freight rail, intercity passenger rail, bicycle transportation and pedestrian walkways, and public transportation, and recommend actions in coordination with appropriate public and private transportation providers to ensure that the state interest in these transportation modes is met.

The plans developed under each component must be consistent with the state transportation policy plan and with each other, reflect public involvement, be consistent with regional transportation planning, high-capacity transportation planning, and local comprehensive plans prepared under chapter 36.70A RCW, and include analysis of intermodal connections and choices. A primary emphasis for these plans shall be the relief of congestion, the preservation of existing investments, the improvement of traveler safety, the efficient movement of freight and goods, and the improvement and integration of all transportation modes to create a seamless intermodal transportation system for people and goods.

In the development of the state-wide multimodal transportation plan, the department shall identify and document potential affected environmental resources, including, but not limited to, wetlands, storm water runoff, flooding, air quality, fish passage, and wildlife habitat. The department shall conduct its environmental identification and documentation in coordination with all relevant environmental regulatory authorities, including, but not limited to, local governments. The department shall give the relevant environmental regulatory authorities an opportunity to review the department's environmental plans. The relevant environmental regulatory authorities shall provide comments on the department's environmental plans in a timely manner. Environmental identification and documentation as provided for in RCW 47.01.300 and this section is not intended to create a private right of action or require an environmental impact statement as provided in chapter 43.21C RCW.

**RCW 47.06.050**
**State-owned facilities component.**

The state-owned facilities component of the state-wide transportation plan shall consist of:

(1) The state highway system plan, which identifies program and financing needs and recommends specific and financially realistic improvements to preserve the structural integrity of the state highway system, ensure acceptable operating conditions, and provide for enhanced access to scenic, recreational, and cultural resources. The state highway system plan shall contain the following elements:

(a) A system preservation element, which shall establish structural preservation objectives for the state highway system including bridges, identify current and future structural deficiencies based upon analysis of current conditions and projected future deterioration, and recommend

program funding levels and specific actions necessary to preserve the structural integrity of the state highway system consistent with adopted objectives. This element shall serve as the basis for the preservation component of the six-year highway program and the two-year biennial budget request to the legislature;

(b) A capacity and operational improvement element, which shall establish operational objectives, including safety considerations, for moving people and goods on the state highway system, identify current and future capacity, operational, and safety deficiencies, and recommend program funding levels and specific improvements and strategies necessary to achieve the operational objectives. In developing capacity and operational improvement plans the department shall first assess strategies to enhance the operational efficiency of the existing system before recommending system expansion. Strategies to enhance the operational efficiencies include but are not limited to access management, transportation system management, demand management, and high-occupancy vehicle facilities. The capacity and operational improvement element must conform to the state implementation plan for air quality and be consistent with regional transportation plans adopted under chapter 47.80 RCW, and shall serve as the basis for the capacity and operational improvement portions of the six-year highway program and the two-year biennial budget request to the legislature;

(c) A scenic and recreational highways element, which shall identify and recommend designation of scenic and recreational highways, provide for enhanced access to scenic, recreational, and cultural resources associated with designated routes, and recommend a variety of management strategies to protect, preserve, and enhance these resources. The department, affected counties, cities, and towns, regional transportation planning organizations, and other state or federal agencies shall jointly develop this element;

(d) A paths and trails element, which shall identify the needs of nonmotorized transportation modes on the state transportation systems and provide the basis for the investment of state transportation funds in paths and trails, including funding provided under chapter 47.30 RCW.

(2) The state ferry system plan, which shall guide capital and operating investments in the state ferry system. The plan shall establish service objectives for state ferry routes, forecast travel demand for the various markets served in the system, and develop strategies for ferry system investment that consider regional and state-wide vehicle and passenger needs, support local land use plans, and assure that ferry services are fully integrated with other transportation services. The plan shall assess the role of private ferries operating under the authority of the utilities and transportation commission and shall coordinate ferry system capital and operational plans with these private operations. The ferry system plan must be consistent with the regional transportation plans for areas served by the state ferry system, and shall be developed in conjunction with the ferry advisory committees.

[1993 c 446 § 5.]

**RCW 47.06.140**
**Transportation facilities and services of state-wide significance -- Level of service standards.**

The legislature declares the following transportation facilities and services to be of state-wide significance: The interstate highway system, interregional state principal arterials including ferry

connections that serve state-wide travel, intercity passenger rail services, intercity high-speed ground transportation, major passenger intermodal terminals excluding all airport facilities and services, the freight railroad system, the Columbia/Snake navigable river system, marine port facilities and services that are related solely to marine activities affecting international and interstate trade, and high-capacity transportation systems serving regions as defined in RCW 81.104.015. The department, in cooperation with regional transportation planning organizations, counties, cities, transit agencies, public ports, private railroad operators, and private transportation providers, as appropriate, shall plan for improvements to transportation facilities and services of state-wide significance in the state-wide multimodal plan. Improvements to facilities and services of state-wide significance identified in the state-wide multimodal plan are essential state public facilities under RCW 36.70A.200.

The department of transportation, in consultation with local governments, shall set level of service standards for state highways and state ferry routes of state-wide significance. Although the department shall consult with local governments when setting level of service standards, the department retains authority to make final decisions regarding level of service standards for state highways and state ferry routes of state-wide significance. In establishing level of service standards for state highways and state ferry routes of state-wide significance, the department shall consider the necessary balance between providing for the free inter-jurisdictional movement of people and goods and the needs of local communities using these facilities.


Washington State
Department of Transportation

# APPENDIX D

# TRANSPORTATION FACILITIES AND SERVICES OF STATEWIDE SIGNIFICANCE

A major component of the 1998 legislation relating to transportation and growth management planning established certain transportation facilities and services to be of statewide significance. These facilities provide and support transportation functions that promote and maintain significant statewide travel and economic linkages. The legislation emphasizes that these significant transportation facilities should be planned from a statewide perspective.

Transportation Facilities and Services of Statewide Significance (TFSSS) are identified under RCW 47.06.140 (see RCW 47.06.140 text in Appendix C) and include the following:

- The interstate highway system;
- Interregional state principal arterials including ferry connections that serve statewide travel;
- Intercity passenger rail services;
- Intercity high-speed ground transportation;
- Major passenger intermodal terminals excluding all airport facilities and services;
- The freight railroad system;
- The Columbia/Snake navigable river system;
- Marine port facilities and services that are related solely to marine activities affecting international and interstate trade; and
- High-capacity transportation systems serving regions as defined in RCW 81.104.015 (see RCW 81.140.015 text at the end of Appendix D).

Appendix D includes

- A list of the state's TFSSS,
- A list of the state's Highways of Statewide Significance (HSS),
- A map showing the location of the TFSSS,
- The criteria used by a statewide committee to define the list of TFSSS, and
- Pertinent RCWs.

The HSS of the TFSSS were officially adopted by the Commission and recognized by the Legislature by joint resolution in 1999.

The Washington State Transportation Commission adopted the final list with the entire WTP on February 20, 2002.

# List of Transportation Facilities and Services of Statewide Significance

## The Interstate Highway System

**Interregional State Principal Arterials** which include ferry connections that serve statewide travel.

## Highways of Statewide Significance

**Definitions of Column Headings:**
**Highway:** Highway of Statewide Significance – US, Interstate or State Route.
**Begin MP:** Beginning Milepost – Milepost at beginning point.
**BARM:** Beginning Accumulated Route Mile – Actual milepost measure at beginning point.
**End MP:** Ending Milepost – Milepost at ending point.
**EARM:** Ending Accumulated Route Mile – Actual milepost measure at ending point.
**Length:** Actual distance of the highway segment utilizing BARM and EARM. Difference between posted measurement (Begin MP & End MP) and actual measurements (BARM & EARM) are due to construction modifications to original highway after time of original milepost installation.
**Description:** Description of the segment of highway designated a highway of statewide significance.

| Highway | Begin MP | BARM | End MP | EARM | Length | Description |
|---|---|---|---|---|---|---|
| US 2 | 0.00 | 0.00 | 334.51 | 326.23 | 322.63 | I-5/Everett to Idaho (entire route) |
| US 2 Browne Street Couplet | 287.45 | 0.00 | 288.08 | 0.63 | 0.63 | US 2 to I-90 under-crossing |
| US 2 Division Street Couplet | 289.19 | 0.00 | 290.72 | 1.53 | 1.53 | US 2/Euclid Ave to US 2 |
| US 2 Everett Couplet | 0.77 | 0.00 | 1.64 | 0.87 | 0.87 | Home Acres Rd to US 2 under-crossing |
| SR 3 | 0.00 | 0.00 | 60.02 | 59.81 | 59.81 | US 101/Shelton to SR 104 (entire route) |
| SR 4 | 0.00 | 0.00 | 55.23 | 55.22 | 55.22 | US 101 to SR 432 Wye Conn (Longview Vicinity) |
| I-5 | 0.00 | 0.00 | 276.56 | 276.62 | 276.62 | Oregon to Canada (entire route) |
| SR 8 | 0.00 | 0.00 | 20.67 | 20.67 | 20.67 | US 12/Elma to US 101/Olympia (entire route) |
| SR 9 | 93.61 | 93.52 | 98.17 | 98.08 | 4.56 | SR 546 to Canada |
| US 12 | 0.00 | 0.00 | 434.19 | 430.81 | 324.51 | US 101/Aberdeen to Idaho (entire route) |
| US 12 Aberdeen Couplet | 0.33 | 0.00 | 0.68 | 0.35 | 0.35 | S Newell St to S G St |
| SR 14 | 0.00 | 0.00 | 101.02 | 100.93 | 100.93 | I-5/Vancouver to US 97 |
| SR 16 | 0.00 | 0.00 | 29.19 | 27.01 | 27.01 | I-5/Tacoma to SR 3/Gorst (entire route) |
| SR 17 | 7.43 | 0.00 | 50.77 | 43.28 | 43.28 | US 395/Mesa to I-90 |
| SR 17 | 50.77 | 43.28 | 56.56 | 49.05 | 5.77 | I-90/Moses Lake to Patton Blvd (Moses Lake Airport) |
| SR 18 | 2.20 B | 0.00 | 27.91 | 28.41 | 28.41 | I-5 to I-90 (entire route) |
| SR 20 | 0.00 | 0.00 | 436.91 | 436.53 | 395.32 | US 101 to US 2/Newport (entire route) |
| SR 20 Spur Anacortes | 47.89 | 0.00 | 55.67 | 7.78 | 7.78 | SR 20 to Ferry Terminal (entire route) |
| SR 22 | 0.70 | 0.00 | 4.00 | 3.31 | 3.31 | I-82 to US 97 |
| SR 26 | 0.00 | 0.00 | 133.53 | 133.61 | 133.61 | I-90/Vantage to US 195 (entire route) |
| SR 28 | 0.00 B | 0.00 | 29.77 | 33.91 | 33.91 | US 2/Wenatchee to SR 281/Quincy |
| SR 28 East Wenatchee | 4.25 | 0.00 | 4.58 | 0.33 | 0.33 | SR 28 MP 4.25B to SR 28 MP 3.84B |
| I-82 | 0.00 | 0.00 | 132.60 | 132.57 | 132.57 | I-90/Ellensburg to Oregon (entire route) |

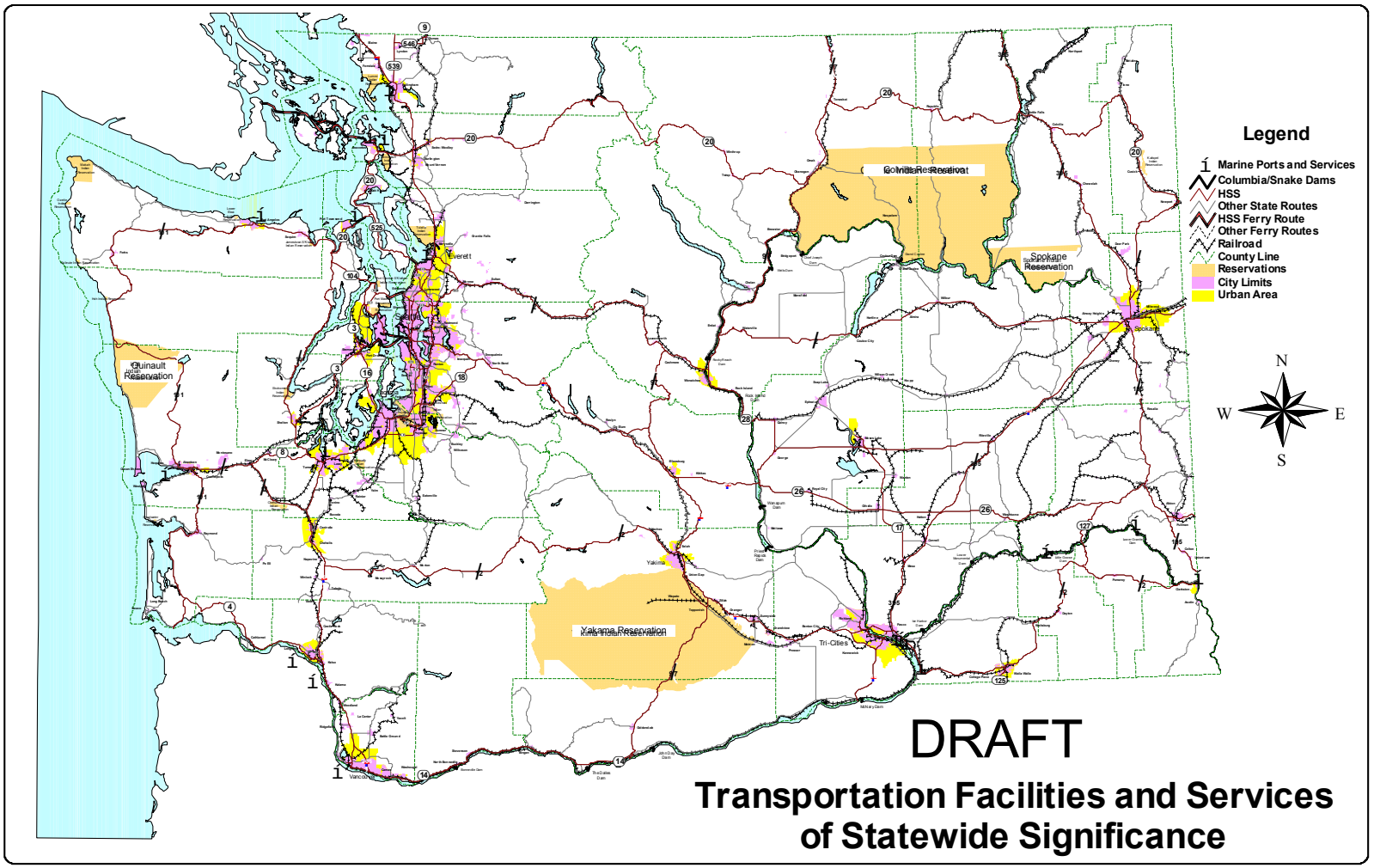
| Highway | Begin MP | BARM | End MP | EARM | Length | Description |
|---|---|---|---|---|---|---|
| I-90 | 1.94 | 0.00 | 299.82 | 297.52 | 297.52 | I-5/Seattle to Idaho (entire route) |
| US 97 | 0.00 B | 0.00 | 336.48 | 321.62 | 250.89 | Oregon to Canada (entire route) |
| US 97 Maryhill Couplet | 2.59 | 0.00 | 2.68 | 0.09 | 0.09 | Maryhill S Bound Couplet |
| SR 99 | 26.04 | 22.40 | 43.60 | 39.87 | 17.47 | SR 509 to SR 104 |
| SR 99 Alaska Way Viaduct | 31.72 | 0.00 | 33.56 | 1.84 | 1.84 | SR 99 MP 31.72 to SR 99 29.88 |
| US 101 | 0.00 | 0.00 | 0.46 | 0.46 | 0.46 | Astoria Megler Bridge/SR 401 |
| US 101 | 28.89 | 28.89 | 367.41 | 365.78 | 336.89 | SR 4 to I-5/Olympia |
| US 101 Aberdeen Couplet | 87.49 | 0.00 | 91.66 | 4.17 | 4.17 | Levee St to State St Ramp |
| US 101 Heron St Couplet | 83.75 | 0.00 | 83.88 | 0.13 | 0.13 | US 101 to US 101 |
| US 101 Port Angeles Couplet | 249.65 | 0.00 | 251.32 | 1.67 | 1.67 | US 101 MP 249.65 to E First St |
| SR 104 | 0.20 | 0.00 | 29.81 | 29.28 | 29.28 | US 101 to I-5 |
| SR 104 Kingston Couplet | 24.53 | 0.00 | 24.86 | 0.33 | 0.33 | Ferry Landing to Illinois Ave |
| SR 125 | 0.00 | 0.00 | 6.15 | 6.14 | 6.14 | Oregon State Line to US 12/Walla Walla |
| SR 127 | 0.03 | 0.00 | 27.05 | 27.05 | 27.05 | US 12/Dodge to SR 26 (entire route) |
| SR 167 | 0.00 | 0.00 | 26.40 | 27.72 | 27.72 | I-5/Tacoma to I-405/Renton |
| SR 167 Puyallup Couplet | 5.72 | 0.00 | 6.26 | 0.54 | 0.54 | Milwaukee Ave to SR 167 |
| I-182 | 0.00 | 0.00 | 15.19 | 15.19 | 15.19 | I-82 to US 395/Pasco (entire route) |
| US 195 | 0.00 B | 0.00 | 95.99 | 93.37 | 93.37 | Idaho to I-90/Spokane (entire route) |
| I-205 | 26.59 | 0.00 | 37.16 | 10.57 | 10.57 | Oregon to I-5 (entire route) |
| SR 240 | 30.63 | 28.86 | 34.87 | 33.10 | 4.24 | Stevens Drive to I-182 |
| SR 240 | 36.05 | 34.22 | 43.17 | 41.34 | 7.12 | I-182 to US 395 |
| SR 270 | 0.00 | 0.00 | 9.89 | 9.89 | 9.89 | US 195/Pullman to Idaho (entire route) |
| SR 270 Pullman Couplet | 2.67 | 0.00 | 2.90 | 0.23 | 0.23 | Main St to Grand |
| SR 281 | 0.00 | 0.00 | 10.55 | 10.55 | 10.55 | SR 28/Quincy to I-90 (entire route) |
| SR 304 | 0.00 | 0.00 | 3.51 | 3.24 | 3.24 | SR 3 to Bremerton Ferry Terminal (entire route) |
| SR 305 | 0.02 | 0.00 | 13.52 | 13.50 | 13.50 | Winslow Ferry Terminal to SR 3 (entire route) |
| SR 307 | 0.00 | 0.00 | 5.25 | 5.25 | 5.25 | SR 305 to SR 104 (entire route) |
| SR 310 | 0.00 | 0.00 | 1.84 | 1.84 | 1.84 | SR 3 to SR 304/Bremerton (entire route) |
| US 395 | 13.05 | 19.81 | 270.26 | 275.03 | 186.51 | I-82 to Canada |
| SR 401 | 0.00 | 0.00 | 12.13 | 12.13 | 12.13 | US 101/Astoria Megler Bridge to SR 4 (entire route) |
| I-405 | 0.00 | 0.00 | 30.32 | 30.30 | 30.30 | I-5/Tukwilla to I-5 (entire route) |
| SR 432 | 0.00 | 0.00 | 10.33 | 10.32 | 10.31 | SR 4/Longview to I-5 (entire route) |
| SR 433 | 0.00 | 0.00 | 0.94 | 0.94 | 0.94 | Oregon to SR 432/Longview (entire route) |
| SR 501 | 0.00 | 0.00 | 2.24 | 1.83 | 1.83 | I-5 to Port of Vancouver Entrance/SW 26th St Ext. |
| SR 509 | 0.00 | 0.00 | 3.20 | 6.39 | 6.39 | I-705/Tacoma to Old SR 509 (there has been realignment) |
| SR 509 | 25.60 | 30.40 | 29.92 | 35.17 | 4.77 | SR 518/SeaTac to SR 99 |
| SR 512 | 0.00 | 0.00 | 12.06 | 12.06 | 12.06 | I-5/Lakewood to SR 167/Puyallup (entire route) |
| SR 518 | 0.00 | 0.00 | 3.81 | 3.42 | 3.42 | SR 509/SeaTac to I-5/Tukwilla (entire route) |
| SR 519 | 0.00 | 0.00 | 1.14 | 1.14 | 1.14 | I-90 to Seattle Ferry Terminal (entire route) |
| SR 520 | 0.00 | 0.00 | 7.09 | 7.08 | 7.08 | I-5 to I-405 |
| SR 522 | 0.00 | 0.00 | 24.68 | 24.68 | 24.68 | I-5/Seattle to US 2/Monroe (entire route) |
| SR 525 | 0.00 | 0.00 | 30.52 | 30.75 | 30.45 | I-5 to SR 20 (entire route) |
| SR 526 | 0.00 | 0.00 | 4.52 | 4.52 | 4.52 | SR 525/Mukilteo to I-5 (entire route) |
| SR 529 | 0.00 | 0.00 | 2.20 | 2.20 | 2.20 | I-5/Everett to Port/19th St |
| SR 539 | 0.00 | 0.00 | 15.16 | 15.16 | 15.16 | I-5/Bellingham to Canada (entire route) |

| Highway | Begin MP | BARM | End MP | EARM | Length | Description |
|---|---|---|---|---|---|---|
| SR 543 | 0.00 | 0.00 | 1.09 | 1.09 | 1.09 | I-5 to Canada (entire route) |
| SR 546 | 0.00 | 0.00 | 8.02 | 8.02 | 8.02 | SR 539 to SR 9 (entire route) |
| I-705 | 0.00 | 0.00 | 1.50 | 1.50 | 1.50 | I-5/Tacoma to Schuster Parkway (entire route) |
| SR 970 | 0.00 | 0.00 | 10.31 | 10.31 | 10.31 | I-90/Cle Elum to US 97 (entire route) |

**HSS Ferry Routes**

| Highway | Begin MP | BARM | End MP | EARM | Length | Description |
|---|---|---|---|---|---|---|
| SR 304 | | | | | | Seattle/Bremerton Ferry |
| SR 305 | | | | | | Seattle/Bainbridge Island Ferry |
| SR 104 | | | | | | Edmonds/Kingston Ferry |
| SR 525 | | | | | | Mukilteo/Clinton Ferry |
| SR 20 | | | | | | Pt. Townsend/Keystone Ferry |
| | | | | | | Anacortes/Sidney B.C. Ferry |

**Total HSS Highway Miles = 3532**
**Total State Highway System = 7063**
**HSS % of Total System = 50.0%**


Legend
Marine Ports and Services
Columbia/Snake Dams
HSS
Other State Routes
HSS Ferry Route
Other Ferry Routes
Railroad
County Line
Reservations
City Limits
Urban Area
N
W
E
S
Everett
Quinault Reservation
Spokane Reservation
Yakama Reservation
Tri-Cities
DRAFT
Transportation Facilities and Services of Statewide Significance

Ferry Terminals

(Source: Washington State Ferries System plan for 1999-2018, Final June 1999)

1. Anacortes Ferry Terminal
2. Bainbridge Island Ferry Terminal (Winslow)
3. Bremerton Ferry Terminal
4. Clinton Ferry Terminal
5. Colman Dock
6. Friday Harbor Ferry Terminal
7. Keystone Ferry Terminal
8. Kingston Ferry Terminal
9. Lopez Island Ferry Terminal
10. Mukilteo Ferry Terminal
11. Orcas Island Ferry Terminal
12. Port Townsend Ferry Terminal
13. Shaw Island Ferry Terminal
14. Edmonds Ferry Terminal

**Intercity Passenger Rail Services***

(*Source: Amtrak *Cascades* plan for Washington State 1998-2018 Update, pg. 10, April 2000, WSDOT Public Transportation and Rail Division)

| | | | |
|---|---|---|---|
| 1. Seattle to Portland | Current | - | 3 round trips per day |
| | 2003 | - | 8 round trips per day |
| | 2018 | - | 13 round trips per day |
| 2. Seattle to Vancouver BC * | Current | - | 1 round trip per day |
| | 2018 | - | 4 round trips per day |
| 3. Seattle to Bellingham | Current | | 1 round trip per day |
| 4. Seattle to Spokane | Current | - | 1 round trip per day |
| 5. Portland to Spokane | Current | - | 1 round trip per day |

(*Note: Does not include the *Coast Starlight*)

**Intercity High-speed Ground Transportation**

1. None

## Major Passenger Intermodal Facilities

Major passenger intermodal facilities (excluding all airport facilities and services) includes, but is not limited to the following:

(Source: Select data from the Washington Intercity Public Transportation Network - Final Report, June 1999, WSDOT Public Transportation Office, page A-A1, A-A3, A-A5, A-A7)

### Intercity Passenger Rail Terminals

(Source: Select data from the Washington Intercity Public Transportation Network - Final Report, June 1999, WSDOT Public Transportation Office, page A-A1, A-A3, A-A5, A-A9)

1. Centennial Station
2. Columbia Station (Wenatchee Intermodal Center)
3. Edmonds Train Station
4. Everett Train Station
5. Fairhaven Station
6. Mount Vernon/Burlington Amtrak Station
7. Kelso Train Station
8. Pasco Train Station
9. Seattle King Street Station
10. Spokane Intermodal Center
11. Tacoma Train Station
12. Vancouver Train Station
13. Ephrata Train Station

### Transit and Intercity Bus Intermodal Facilities (public transit and intercity private bus)

(Source: Select data from the Washington Intercity Public Transportation Network - Final Report, June 1999, WSDOT Public Transportation Office, page A-A1, A-A5, A-A7, A-A9)

1. Columbia Station (Wenatchee Intermodal Center)
2. Spokane Intermodal Center

### International/Interstate Ferry Terminals

(Sources: Washington State Ferries System plan for 1999-2018, Final June 1999
Select data from the Washington Intercity Public Transportation Network - Final Report, June 1999, WSDOT Public Transportation Office, page A-A1)

1. Anacortes Ferry Terminal
2. Bellingham Cruise Terminal (Alaska Ferry)
3. Victoria Clipper Ferry Terminal (Seattle)
4. Victory Line Ferry Terminal (Seattle)

## The Freight Railroad System*

The freight railroad system includes, but is not limited to, all freight rail lines, and support facilities such as switching yards, intermodal yards, storage yards and maintenance facilities for the following railroads serving the State of Washington:

(*Source: Washington State Freight Rail Plan, pg. 2-2, November 1998, WSDOT Public Transportation and Rail Division)

1. Burlington Northern Santa Fe
2. Union Pacific
3. Palouse River and Coulee City
4. Cascade and Columbia River
5. Tacoma Rail Mountain Division
6. Columbia Basin
7. Blue Mountain
8. Pend Oreille Valley
9. Lewis and Clark
10. Toppenish Simcoe & Western
11. Columbia and Cowlitz
12. Camas Prairie Railnet
13. Montana Rail Link
14. Port of Royal Slope
15. Puget Sound and Pacific

Switching & Terminal Companies

1. Tacoma Rail
2. Mount Vernon Terminal
3. Ballard Terminal

## The Columbia/Snake Navigable River System

This river system includes the Columbia and Snake rivers, defined as navigable, and the freight navigable lock and dam facilities, which include:

1. Bonneville Dam/Cascade Locks
2. The Dalles Dam
3. John Day Dam
4. McNary Dam
5. Ice Harbor Dam
6. Lower Monumental Dam
7. Little Goose Dam
8. Lower Granite Dam

**Marine Port Facilities and Services***

Marine port facilities and service affecting international and interstate trade including, but not limited to the following:

(*Source: Washington Public Ports Association)

1. Port of Anacortes
2. Port of Port Townsend
3. Cherry Point
4. Port of Bellingham
5. Marches Point (Skagit County)
6. Port of Everett
7. Port of Seattle
8. Port of Tacoma
9. Port of Olympia
10. Port of Port Angeles
11. Port of Grays Harbor
12. Port of Longview
13. Port of Kalama
14. Port of Vancouver
15. Port of Benton
16. Almota Grain Terminal (Whitman County)
17. Port of Clarkston
18. Port of Walla Walla

**High Capacity Transportation System** serving regions as defined in RCW 81.140.015 (see RCW 81.140.015 text on page D-15).

1. Sound Transit

# Transportation Facilities and Services of Statewide Significance

## *Criteria / Facility Description Matrix*

| Facility/Service Type (RCW 47.06.140)[1] | Key Legislation terms or "Phrases" | Criteria (To identify statewide significant facility) | Statewide Significant Facility Description |
|---|---|---|---|
| *The Interstate Highway System* | RCW 47.05.021[2] identifies WSTC designates Interstate Highway system as HSS. | • Expressly designated and included in HSS.<br>• Designated by WSTC and adopted by the Legislature.<br>• Does not include system components that may be of statewide significance but designated under a different category. | • Main travel lanes and components of the interstate highway system in Washington designated as HSS. |
| *Interregional state principal arterials including ferry connections that serve statewide travel.* | RCW 47.05.021[3] identifies WSTC designates statewide principal arterials needed to connect major communities across the state as HSS. | • Identified through HSS process called for in the legislation.<br>• Designated by WSTC in coordination with RTPOs and regions, and adopted by the Legislature.<br>• Does not include system components that may be of statewide significance but designated under a different category. | • Main travel lanes and components of designated HSS state routes.<br>• Ferry connections (dock facilities, terminals, and holding lanes) designated as HSS. |

[1] See RCW 47.06.140 text in Appendix C.
[2] See RCW 47.05.021 text at the end of Appendix D.
[3] Ibid.

| Facility/Service Type | Key Legislation ties or "Phrases" | Criteria | Statewide Significant Facility Description |
|---|---|---|---|
| *Intercity passenger rail services* | Addresses passenger rail services | • Existing and future intercity/interstate passenger rail services (such as Amtrak/WSDOT Seattle to Vancouver/ Seattle to Portland, Portland East, and Seattle East). | • Existing and planned regularly scheduled passenger rail service, provided at existing or improved safety or operational characteristics, within existing rail corridors. |
| *Intercity high-speed ground transportation* | High-Speed = Greater than 125 MPH | • None at this time. | • None designated at this time |
| *Major passenger intermodal terminals excluding all airport facilities and services* | **Major =** regionally significant<br>**Passenger** = people<br>**Intermodal** = two or more modes (assumes pedestrian and bike) | • Intercity Passenger Rail Terminals.<br>• Terminal serves international/interstate connectivity.<br>• Intermodal terminals with service by public transit and intercity private bus providers. | • All intercity passenger rail terminals.<br>• Transit and intercity bus Intermodal facilities<br>• International/interstate ferry terminals |
| *The freight railroad system* | "**The**" implies all of the system. | • Must be a component of the freight railroad system needed to move freight. | • All freight rail lines and support facilities such as switching yards, intermodal yards, storage yards, and maintenance facilities. |

| Facility/Service Type | Key Legislation ties or "Phrases" | Criteria | Statewide Significant Facility Description |
|---|---|---|---|
| *The Columbia/Snake navigable river system* | **Navigable** = open to commercial shipping | • Facilities required to make the river navigable between the mouths of the Columbia river to Clarkston. | • Includes **Eight navigable lock and Dam facilities** on the Columbia /Snake system that facilitate barge traffic.<br>• **Maintained Navigation Channels** from the mouth of the Columbia to Clarkston for the eight locks listed above. |
| *Marine port facilities and services that are related solely to marine activities affecting international and interstate trade* | **Marine Ports** = water shipping<br>**International and interstate trade**. | • Deep water ports<br>• Columbia/Snake navigable system river ports that handle cargo.<br>• Marine port facility that handles international or interstate cargo. | • Major marine ports that handle interstate and international cargo.<br>• Columbia/Snake river system ports that handle interstate or international cargo. |

| Facility/Service Type | Key Legislation ties or "Phrases" | Criteria | Statewide Significant Facility Description |
|---|---|---|---|
| *High-capacity transportation systems serving regions as defined in RCW 81.104.015*[4] | HCT Systems under RCW 81.104.015[5]<br><br>"High-capacity transportation system" means a system of public transportation services within an urbanized region operating principally on exclusive rights of way, and the supporting services and facilities necessary to implement such a system, including interim express services and high occupancy vehicle lanes, which taken as a whole, provides a substantially higher level of passenger capacity, speed, and service frequency than traditional public transportation systems operating principally in general purpose roadways. | • System is enabled under RCW 81.104.015[6] | • Includes the system facilities required to maintain regional transportation performance and connectivity along major corridors and alignments supporting the following:<br>1) Regional express bus service, including improvements / facilities such as flyer stops, transit centers, park and ride lots, and the coordinated service delivery necessary to maintain travel speed and reliability,<br>2) Commuter rail, rail facilities, and service equipment,<br>3) Electric light rail using exclusive and surface alignments connecting centers with pedestrian and local transit service. |

[4] See RCW 81.104.015 text at the end of Appendix D.
[5] Ibid.
[6] Ibid.

**RCW 47.05.021**
**Functional classification of highways.**

(1) The transportation commission is hereby directed to conduct periodic analyses of the entire state highway system, report thereon to the chairs of the transportation committees of the senate and house of representatives, including one copy to the staff of each of the committees, biennially and based thereon, to subdivide, classify, and subclassify according to their function and importance all designated state highways and those added from time to time and periodically review and revise the classifications into the following three functional classes:

(a) The "principal arterial system" shall consist of a connected network of rural arterial routes with appropriate extensions into and through urban areas, including all routes designated as part of the interstate system, which serve corridor movements having travel characteristics indicative of substantial state-wide and interstate travel;

(b) The "minor arterial system" shall, in conjunction with the principal arterial system, form a rural network of arterial routes linking cities and other activity centers which generate long distance travel, and, with appropriate extensions into and through urban areas, form an integrated network providing interstate and interregional service; and

(c) The "collector system" shall consist of routes which primarily serve the more important intercounty, intracounty, and intraurban travel corridors, collect traffic from the system of local access roads and convey it to the arterial system, and on which, regardless of traffic volume, the predominant travel distances are shorter than on arterial routes.

(2) In making the functional classification the transportation commission shall adopt and give consideration to criteria consistent with this section and federal regulations relating to the functional classification of highways, including but not limited to the following:

(a) Urban population centers within and without the state stratified and ranked according to size;

(b) Important traffic generating economic activities, including but not limited to recreation, agriculture, government, business, and industry;

(c) Feasibility of the route, including availability of alternate routes within and without the state;

(d) Directness of travel and distance between points of economic importance;

(e) Length of trips;

(f) Character and volume of traffic;

(g) Preferential consideration for multiple service which shall include public transportation;

(h) Reasonable spacing depending upon population density; and

(i) System continuity.

(3) The transportation commission shall designate state highways of state-wide significance under RCW 47.06.140, and shall submit a list of such facilities for adoption by the 1999 legislature. This state-wide system shall include at a minimum interstate highways and other state-wide principal arterials that are needed to connect major communities across the state and support the state's economy.

(4) The transportation commission shall designate a freight and goods transportation system. This state-wide system shall include state highways, county roads, and city streets. The commission, in cooperation with cities and counties, shall review and make recommendations to the legislature regarding policies governing weight restrictions and road closures which affect the transportation of freight and goods.

[1998 c 245 § 95; 1998 c 171 § 5; 1993 c 490 § 2; 1987 c 505 § 50; 1979 ex.s. c 122 § 1; 1977 ex.s. c 130 § 1.]

**NOTES:**

**Reviser's note:** This section was amended by 1998 c 171 § 5 and by 1998 c 245 § 95, each without reference to the other. Both amendments are incorporated in the publication of this section under RCW 1.12.025(2). For rule of construction, see RCW 1.12.025(1).

**Severability -- 1979 ex.s. c 122:** "If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected." [1979 ex.s. c 122 § 10.]

**Effective dates -- 1977 ex.s. c 130:** "Section 1 of this 1977 act modifying the functional classification of state highways shall apply to the long range plan for highway improvements and to the six year program for highway construction commencing July 1, 1979 and to the preparation thereof and shall take effect July 1, 1977. Section 2 of this 1977 act shall take effect July 1, 1979." [1977 ex.s. c 130 § 3.] "Section 1 of this 1977 act" is codified as RCW 47.05.021; "Section 2 of this 1977 act" repealed RCW 47.05.020.

**RCW 81.104.015**
**Definitions**

Unless the context clearly requires otherwise, the definitions in this section apply throughout this chapter.

(1) "High-capacity transportation system" means a system of public transportation services within an urbanized region operating principally on exclusive rights of way, and the supporting services and facilities necessary to implement such a system, including interim express services and high occupancy vehicle lanes, which taken as a whole, provides a substantially higher level of passenger capacity, speed, and service frequency than traditional public transportation systems operating principally in general purpose roadways.

(2) "Rail fixed guideway system" means a light, heavy, or rapid rail system, monorail, inclined plane, funicular, trolley, or other fixed rail guideway component of a high-capacity transportation system that is not regulated by the Federal Railroad Administration, or its successor. "Rail fixed guideway system" does not mean elevators, moving sidewalks or stairs, and vehicles suspended from aerial cables, unless they are an integral component of a station served by a rail fixed guideway system.

(3) "Regional transit system" means a high-capacity transportation system under the jurisdiction of one or more transit agencies except where a regional transit authority created under chapter 81.112 RCW exists, in which case "regional transit system" means the high-capacity transportation system under the jurisdiction of a regional transit authority.

(4) "Transit agency" means city-owned transit systems, county transportation authorities, metropolitan municipal corporations, and public transportation benefit areas.

[1999 c 202 § 9; 1992 c 101 § 19.]

**NOTES:**

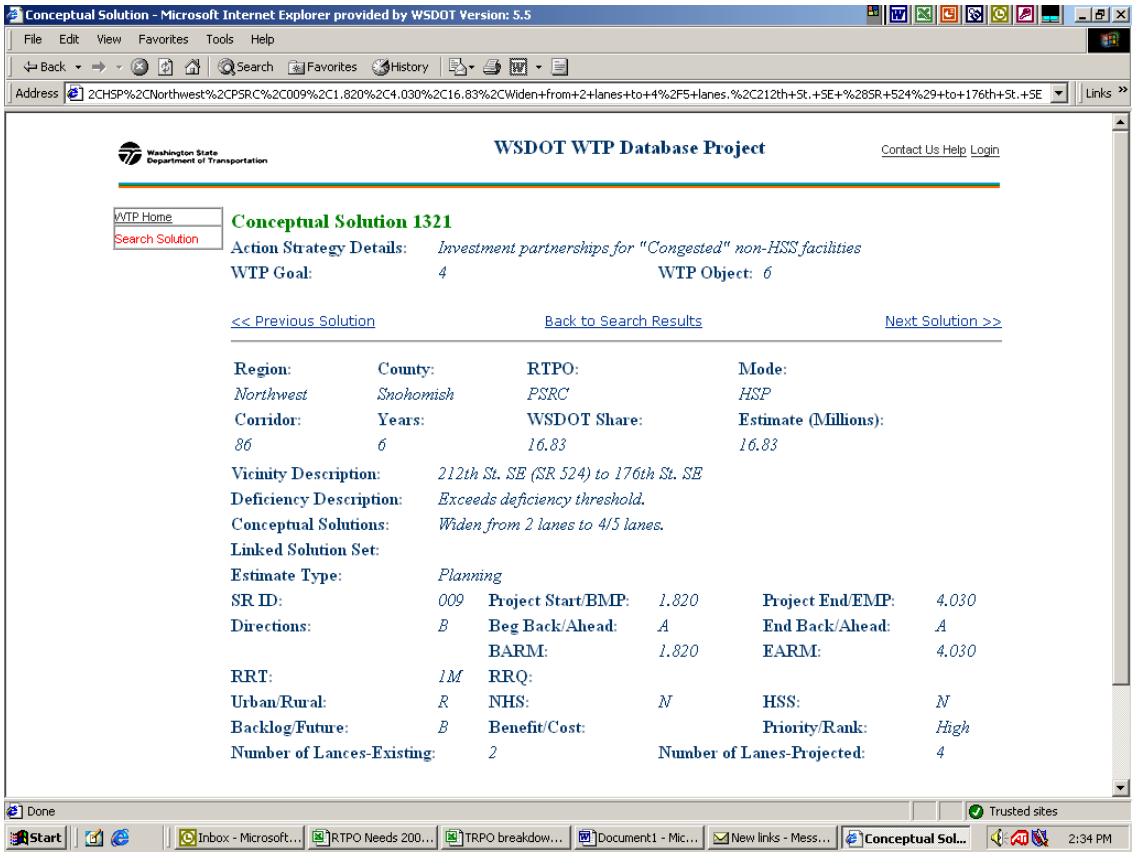
**Effective date -- 1999 c 202:** See note following RCW 35.21.228.

# APPENDIX E
# WTP Transportation Systems' Needs Database

## WTP Database Website

Draft Modal and Draft RTPO reports from the WTP Draft Database of transportation needs are available on the Internet at **www.wsdot.wa.gov/ppsc/WTP**. A website that will allow searches of the entire database is still under construction and will be available during Summer 2002.

Eventually, transportation solutions will be able to be searched by groups or individually. Each transportation solution can then be viewed in detail.




The database is intended to be an active depository of state transportation needs and the web site allows WSDOT regions, Transportation System Representatives, and RTPOs to update their data via the web.

Draft Modal and Draft RTPO reports from the draft database are also available, in limited edition, on CD-ROM.

The database of transportation system solutions was developed in a collaborative effort between the state, regional transportation organizations, Tribal Governments in Washington, local jurisdictions, transit agencies, and private transportation providers. The database is not inclusive of all transportation system needs in the state and is most inclusive of state owned and state interest transportation systems. The database is limited to the data that was provided by the participating organizations.

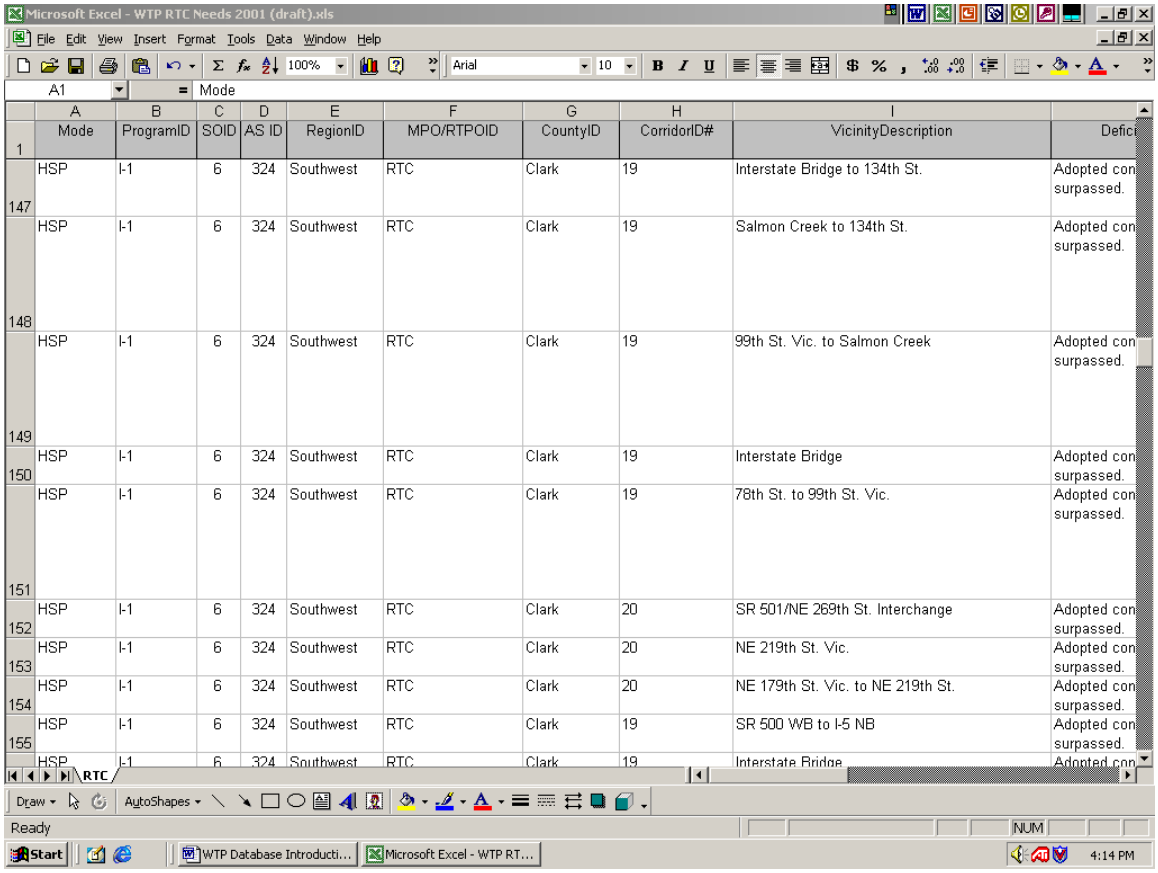
The database is used for statewide systems analysis. Each solution is included in a transportation system plan. If you have questions or comments on the inclusion, exclusion, or nature of a specific transportation system solution, please contact the sponsor of the solutions. More details can be found in state system plans (Highway System Plan, Ferry System Plan), RTPO and MPO Transportation Plans, Transit Agency Plans, and in local City and County Comprehensive Plans.

## WTP Database CD

The WTP Draft Database is provided in a series of Excel® and/or PDF files. The WTP Draft Database is divided two ways; the first separates the entire database by Transportation System (Mode) and the second separates a portion of the database by Regional Transportation Organization (RTPO).

**Transportation Systems (Modes)** These files present the entire WTP Draft Database divided into modes.

- **WTP Aviation Needs 2001 (draft).** This file contains the Aviation needs. The WSDOT Aviation Division provided the data.
- **WTP Bike & Ped Needs 2001 (draft).** This file contains the Bicycle and Pedestrian transportation needs. The data was provided by RTPOs.
- **WTP Highways Needs 2001 (draft).** This file contains the State Highway needs as presented in the Washington State Highway System Plan. WSDOT, working in cooperation with RTPOs, provided the data.
- **WTP Local Needs 2001 (draft).** This file contains local transportation needs, as identified by the RTPOs for the state. RTPOs provided the data.



- **WTP MP&N Needs 2001 (draft).** This file contains the Marine Port & Navigation transportation needs, as identified by the RTPOs for the state. RTPOs provided the data.
- **WTP Rail Needs 2001 (draft).** This file contains the passenger and freight rail needs. The WSDOT Rail Office, in cooperation with private and public rail providers, provided the data.
- **WTP TDM Needs 2001 (draft).** This file contains the Transportation Demand Management needs. RTPOs, in cooperation with WSDOT, provided the data.
- **WTP Transit Needs 2001 (draft).** This file contains the Transit needs. Transit agencies in cooperation with the RTPOs, and the WSDOT Public Transportation Office provided the data.
- **WTP WSF Needs 2001 (draft).** This file contains the State Ferry needs as presented in the Washington State Ferry System Plan. WSDOT provided the data.
- **WTP Tribal Needs 2001 (draft).** This file contains the Tribal local transportation needs. The Tribal Governments in Washington, in cooperation with the Bureau of Indian Affairs provided the data.

**RTPO Needs.** This set of files contains that portion of the WTP that can be directly attributed to a specific RTPO. The files do not contain transportation solutions that are statewide in nature or which cover more than one RTPO.

- **WTP BFCOG Needs 2001 (draft).** Benton-Franklin-Walla Walla RTPO.
- **WTP North Central Needs (draft).** North Central RTPO.
- **WTP NEW Needs 2001 (draft).** Northeast Washington RTPO.
- **WTP Palouse Needs 2001 (draft).** Palouse RTPO.
- **WTP Peninsula Needs 2001 (draft).** Peninsula RTPO.
- **WTP PSRC Needs 2001 (draft).** Puget Sound Regional Council.
- **WTP QUADCO Needs 2001 (draft)**. Quad County RTPO.
- **WTP RTC Needs 2001 (draft)**. Southwest Washington Regional Transportation Council.
- **WTP San Juan Needs 2001 (draft).** San Juan County.
- **WTP Skagit Island Needs 2001 (draft).** Skagit/Island RTPO
- **WTP SRTC Needs 2001 (draft).** Spokane Regional Transportation Council.
- **WTP SWRTPO Needs 2001 (draft).** Southwest Washington RTPO.
- **WTP TRPC Needs 2001 (draft).** Thurston Regional Planning Council
- **WTP WCOG Needs 2001 (draft).** Whatcom Council of Governments.
- **WTP YVCOG Needs 2001 (draft).** Yakima Valley Conference of Governments.

**Glossary of column names in files.**

| | |
|---|---|
| **Mode:** | Category or transportation system which provided the solutions. |
| **Program:** | Budget category used primarily by the WSDOT Highway System Plan. |
| **SOID:** | Service Objective Identification Number. WTP policy. All solutions must be aligned to a Service Objective. |
| **ASID**: | Action Strategy Identification Number. WTP/WSDOT policy. |
| **Region ID:** | WSDOT region identification. |
| **MPO/RTPO ID**: | RTPO identification. |
| **County ID:** | County identification. |
| **Corridor ID#:** | WTP or regional corridor identification number. |
| **Vicinity Description:** | Brief description of location of solution. |
| **Deficiency Description:** | What problem is the solution going to solve. |
| **Solutions:** | The proposed remedy for the deficiency. |
| **Estimate:** | Estimated cost, in millions, of the solution. |
| **WSDOT Share:** | Estimated cost, in millions, of the solution that may be the responsibility of WSDOT. |
| **Comments:** | Additional comments. |
| **Linked Solutions:** | Notes on the relationship of the solution to other solutions. |
| **6, 10, or 20-Year:** | The planning timeframe of the solution. |
| **Custom Mode:** | Used for mode specific comments. |

**The following fields are only used for Highway solutions**.

| | |
|---|---|
| **SR ID:** | State Route identification. |
| **Beginning Mile Post:** | SR milepost of the solution. |
| **End Mile Post:** | SR milepost of solution. |
| **NHS?** | Is SR part of the National Highway System? |
| **HSS?** | Is SR a Highway of Statewide Significant? |
| **Urban/Rural:** | Classification of SR. |
| **Backlog/Future:** | Backlog means the SR is currently deficient.<br>Future means that the SR will become deficient within the next 20 years. |
| **New/Edit Biennium:** | Is the solution new to the HSP or an edit of an existing solution within the HSP. |
| **BARM:** | Beginning Accumulated Route Mile – Actual milepost measure at beginning point. |
| **EARM:** | Ending Accumulated Route Mile – Actual milepost measure at ending point. |
| **#of Lanes-existing:** | Number of existing lanes on the SR. |
| **#of Lanes-projected:** | Number of lanes on the SR after the solutions is implemented. |
| **Direction:** | Modifies milepost. |
| **RRT:** | Geographic Information System (GIS) code. |
| **RRQID:** | Geographic Information System (GIS) code. |
| **Benefit/Cost:** | Ratio of the estimated benefit of a solution to the estimated cost of the solution. |
| **Estimate Type:** | Describes the type of cost estimate, Planning is least accurate and Design most accurate estimate. |
| **Other ID:** | Used by modes or RTPOs to identify solutions. |

# Washington's TRANSPORTATION PLAN

## Acknowledgements


**Washington State Transportation Commission**

Commissioner Chris Marr, Chair
Spokane County

Commissioner George Kargianis, Vice Chair
King County

Commissioner Edward Barnes
Clark County

Commissioner Aubrey Davis
King County

Commissioner Elmira Forner
Chelan County

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Commissioner Alice Tawresey
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Chris Rose
WSTC Administrator

Secretary of Transportation
Douglas B. MacDonald

**Contributing Transportation Partners**

Tribal Governments of Washington State
Metropolitan/Regional Transportation Planning Organizations
WSDOT Region Offices
WSDOT Modal Offices

**WSDOT Transportation Planning Office**

*Phase I & II*
Charlie Howard, TPO Manager
Greg Selstead, Systems Planning Branch Manager
Daniela Bremmer, WTP Manager
Nytasha Sowers, WTP Project Lead

*Phase III*
Todd Carlson, Acting TPO Manager
Daniela Bremmer, WTP Manager
Seth Stark, WTP Project Lead

**Major contributing WSDOT Staff**

Greg Lippincott
Faris Al-Memar
Keith Cotton
David Forte
David Tanner
Paul Motoyoshi
Bill Osterhout
Julio Diaz, Jr.
Kathy Johnston
Dan Pike

**Former contributing WSDOT Staff**

Kathy Albert
Germaine Beveridge
Kat Lui
Eric Phillips
Susan Sturges
Ryan Zulaf

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Additional copies of this report may be obtained by contacting:


Washington State Department of Transportation
Transportation Planning Office
310 Maple Park Avenue SE
PO Box 47370
Olympia, WA 98504-7370
1-800-763-0681 · fax (360) 705-6813
WTP@wsdot.wa.gov


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